

POLICE OPERATIONS AND DATA ANALYSIS REPORT

MATTHEWS, NORTH CAROLINA



CPSM[®]

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The International City Management Association is a 103-year old, nonprofit professional association of local government administrators and managers, with approximately 13,000 members located in 32 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments and their managers in providing services to its citizens in an efficient and effective manner. ICMA advances the knowledge of local government best practices with its website (www.icma.org), publications, research, professional development, and membership. The ICMA Center for Public Safety Management (ICMA/CPSM) was launched by ICMA to provide support to local governments in the areas of police, fire, and emergency medical services.

ICMA also represents local governments at the federal level and has been involved in numerous projects with the Department of Justice and the Department of Homeland Security.

In 2014, as part of a restructuring at ICMA, the Center for Public Safety Management (CPSM) was spun out as a separate company. It is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA, PERF, IACP, IFCA, IPMA-HR, DOJ, BJA, COPS, NFPA, and others.

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service as when it was a component of ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and align department operations with industry best practices. We have conducted more 315 such studies in 42 states and provinces and 224 communities ranging in population from 8,000 (Boone, Iowa) to 800,000 (Indianapolis, Ind.).

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SECTION 1. EXECUTIVE SUMMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Matthews Police Department (MPD). While our analysis covered all aspects of the department's operations, particular areas of focus of this study were: identifying appropriate staffing of the department given the workload and crime levels; gauging the effectiveness of the organizational structure; and examining the efficiency of division/unit processes.

CPSM analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, interviews with key police and administration personnel, on-site observations of the job environment, data analysis, comparative analysis, and the development of alternatives and recommendations.

Based on CPSM's detailed review of the Matthews Police Department, it is our opinion that the department reflects a modern police agency that is professional and trying to be responsive to the community's needs. However, the community is experiencing growth, which presents continuing challenges to service delivery. We found the staff to be professional and dedicated to the mission of the department; we also found the community members to be supportive of the department and the quality of service provided by the department to the community.

CPSM recommendations follow and are discussed in detail throughout the report. These recommendations are offered to enhance the operation of the Matthews Police Department and in no way reflect any departmental deficiencies. The recommendations provided are to ensure that police resources are optimally deployed, operations are streamlined for efficiency, and services proved are cost-effective, all while maintaining the high level of police services currently being provided to the citizens of Matthews, North Carolina.

CPSM staff would like to thank Mayor Paul F. Bailey and the Board of Commissioners, Chief Clark Pennington, and the entire staff of the Matthews Police Department for their gracious cooperation and assistance during this project.

RECOMMENDATIONS

Patrol

1. It is recommended that the staff complement for basic patrol deployment should be two lieutenants, five sergeants, four corporals, and 32 police officers, as illustrated in Table 4-6. (See p. 43.)
2. Deploy a license plate reader (LPR) in one patrol vehicle per shift. (See p. 43.)
3. Install GPS in all patrol vehicles, with integration into dispatch. (See p. 43.)
4. CPSM recommends that the department review the deployment of staff within each district. The populations served in the North, Middle, and South districts have significant differences; the department may want to review deployment by district in an effort to improve response times. (See p. 43.)
5. The Animal Control Officer position needs to be added to the MPD organizational chart. (See p. 50.)

Special Response Team

6. The general order for the Special Response Team (S.R.T.) needs to be updated so that it presents in detail the selection process and training standards for tactical operators and negotiations. (See p. 52.)
7. MPD should consider adding psychological screening of candidates when they are selected as tactical operators and negotiators. (See p. 52.)
8. The general order on the S.R.T. should also state that tactical operators and negotiators will not participate in call-outs until they complete the Basic S.R.T. course or hostage negotiators course. (See p. 52.)
9. A detailed training calendar for the S.R.T. should be created indicating dates for training, number of training hours, topics to be trained on, assigned instructors, and locations for the training. (See p. 52.)

Investigations Unit

10. One finding by CPSM is that the Investigations Division does not have any administrative clerical help to assist each unit. CPSM recommends adding one civilian clerical position to the Investigations Division to assist with administrative tasks. (See p. 56.)
11. CPSM suggests that the department create a detailed general order for the Investigations Division which clearly defines the selection process, procedures, call-outs system, and the responsibilities of what the Investigations Unit will handle and what cases Patrol will handle. (See p. 56.)
12. The department might consider designating one member of the Investigations Unit as the criminal intelligence officer (CIO). This is a position that would work closely with the Investigations Unit Sergeant and liaison with the crime analyst, as well as handle additional enforcement duties such as the debriefing of prisoners, tracking of recidivists, development of informants, securing of search warrants, development of crime fighting strategies, etc. This position would serve as a backup position for the crime analyst duties. (See p. 56.)
13. CPSM recommends that the Sergeant in the Investigations Unit track the number of, and time spent on processing, crime scenes as part of the unit's workload. (See p. 56.)
14. CPSM recommends that the Investigations Unit have two fully equipped interview rooms. Currently, only one of the unit's two interview rooms has video and audio capabilities; the

department should outfit the second interview room with video and audio capabilities. (See p. 56.)

15. CPSM recommends an additional detective position for the Vice / Narcotics Unit. This position could follow-up on all overdoses, fatalities, and prescription fraud, and aggressively gather intelligence as to the sources for the drugs and strategize plans for interdiction of the sources. If not already in place, this position could serve as a liaison to judicial leadership to implement a drug treatment court and serve as the department liaison with the treatment centers and serve as a liaison with the local pharmacies. Furthermore, this new detective position could assist with all other responsibilities of the unit and increase officer safety by having an additional detective available. (See p. 60.)
16. General Order 10.02, which addresses Vice, Drugs, and Organized Crime, needs to be updated as CPSM found the effective date was listed as 1/1/2011 and it carried the prior Chief's name and signature. The department is making efforts to update its general orders, and CPSM suggests that updating this general order be made a priority. (See p. 60.)

Crime Analysis

17. The department should hire, train, and support one uniformed or nonsworn member of the department to serve as crime analyst. That individual should be charged with the identification and aggressive targeting of chronic problems, crime patterns, criminogenic hot spots, and "hot persons." The crime analyst should be directed to develop "actionable" analysis, that is, he or she should not simply identify what is occurring in terms of crime and disorder, but should determine when, where, how, and most importantly, why, these events are occurring. This information would be obtained directly from the department's CAD and RMS systems and would prove invaluable in terms of enabling Patrol and Investigations to make effective operational decisions. In spite of the relatively low rate of reported violent crime in Matthews, it is highly recommended that the crime analyst be a full-time position. It has been the experience of the consultants that most police departments the size of the MPD have a full-time designated (either uniformed or nonsworn) crime analyst. (See p. 62.)
18. The department should adopt and actively use DDACTS (data-driven approaches to crime and traffic safety) and/or other resources that are generally available through the Bureau of Justice Assistance (BJA). The BJA generally recommends that a designated crime analyst dedicate at least ten hours per week to the analysis of crime data. (See p. 62.)
19. The department should designate one sworn member from the patrol squad E to serve as the liaison to the crime analyst for traffic analysis. (See p. 62.)
20. The crime analyst and criminal intelligence officer (CIO) must become active participants in all supervisors' meetings and partners in all planned investigative and tactical operations. It is imperative that the crime analyst and CIO receive timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that they provide. (See p. 62.)
21. To become operationally efficient, the department must clearly articulate the duties and responsibilities of both the crime analyst and criminal intelligence officer. (See p. 62.)
22. The crime analyst and CIO should actively participate in professional development and should reach out to the International Association of Crime Analysts (IACA), the COPS Office, the Center for Evidence-Based Crime Policy, the BJA National Training and Technical Assistance Center (NTTAC), and NIJ's CrimeSolutions.gov for support in developing and maintaining their analytical skills. (See p. 62.)

Community Outreach

23. The department should work with the town to create and publish a multiyear public information strategy for the MPD that includes clear goals and objectives for the department. This public information strategy should be linked to the department's overall multiyear strategic plan. The strategic plan would coordinate both the department's public information and community policing efforts. (See p. 66.)
24. CPSM recommends that the department convene a group to develop and implement the multiyear public information strategy. This group should consist of members of the town's communications/marketing team, and approximately three individuals of various ranks in the department who would meet periodically to plan, develop, and implement a clear public information strategy for the department. It is important that uniformed members of the department take ownership of these public information initiatives and actively use them. An effective public information program is an important part of any department's community outreach efforts. (See p. 66.)
25. The department should continue to have one designated Community Resource Office (CRO)/Public Information Officer (PIO), who would serve on the above referenced group and work closely with the town's communications/ marketing team. (See p. 66.)
26. The department's public information strategy should include clear goals and objectives including, but not limited to, the effective continued use of social media. These efforts should be evaluated (such as tracking the number of responses to departmental postings on social media or the number of 'hits' at important pages of the department's website). (See p. 66.)
27. The MPD should avail itself of outside resources, such as a member of the local press or a professor of communications from a local college or university. CPSM suggests that the department look to the Boca Raton (Fla.) Police Department as an example of a modern police agency with a sophisticated public information strategy and as a potential source of information and support. (See p. 66.)
28. To communicate the overall strategic plan and to solicit feedback from personnel, the Chief should convene an annual "town hall"-type meeting of all sworn and nonsworn personnel. Many police departments throughout the United States have used this method as a vehicle for ensuring open communication within the department, particularly during times when the agency is undergoing a planned process of change. An agenda should be published in advance and the department's administration should solicit potential agenda items from all members of the department. (See p. 66.)
29. CPSM recommends that the Chief continue his efforts to establish a Chief's Advisory Group/Council. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who would meet with the Chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many American police departments in terms of building trust and legitimacy by illustrating to community leaders that the department engages in procedural justice and fairness under the law. (See p. 66.)
30. CPSM recommends that the department work with the town to undertake a comprehensive citizen survey that would be designed to gauge the opinions and perceptions of as wide a sample of the community as possible (that is, it would attempt to reach individuals who reside in the community, work in the community, or visit the community). Such a survey should be conducted every few years. (See p. 66.)

31. CPSM recommends that the department seek the assistance of faculty from a college or university in the area and who can assist the department in the development of an appropriate survey instrument, administration of the survey, and analysis of findings. (See p. 67.)
32. The department and the town should actively monitor the results of the community survey that is administered by the department/town. If this survey is administered regularly, it could serve as a valuable “feedback device” for the MPD when gauging the relative degree of effectiveness of its various crime-fighting, traffic enforcement, and disorder control strategies. (See p. 67.)
33. Alter the organizational chart of the MPD in such a way as to make the CRO/PIO a direct report of the Outreach Sergeant within the Administrative Division. (See p. 67.)

Professional Standards / Internal Affairs

34. The Office of Professional Standards does not appear on the organizational chart. CPSM recommends identifying the Office of Professional Standards on the organizational chart as it is a very important component of the department. (See p. 72.)
35. The Office of Professional Standards should review all general orders, policies, and rules of conduct on an annual basis to ensure employees are provided with the department's current practices and expected behaviors. (See p. 72.)
36. CPSM recommends a clerical position be added to the Administrative Division not only to assist the administrative workload for the Office of Professional Standards but also to assist the Training Unit, Outreach Unit, Support Unit, SROs, recruitment and background investigations, and property and evidence. (See p. 72.)
37. CPSM recommends placing the Employee Misconduct Form on the department website for greater access by the community. (See p. 72.)
38. CPSM recommends formalizing the Office of Professional Standards and adding a Lieutenant position as the commander. This position could be a direct report to the Chief. Additional responsibilities would be required by this Lieutenant's position to shift the department from a reactive to a proactive process. The Lieutenant would be responsible for the development, review, and implementation of all department policies and procedures (i.e., all general orders); for coordinating the process for seeking and maintaining CALEA accreditation; and for performing the traditional internal affairs function, which would include a system of periodic audits and inspections. (See p. 72.)
39. CPSM recommends that the department purchase software such as IA Pro/Blue Team or other available product to be used to track internal affairs investigations and serve as an early warning system. (See p. 72.)
40. It is recommended the department adopt a progressive discipline philosophy and create a standardized progressive discipline matrix in the internal affairs investigation policy. (See p. 72.)
41. While the department has responded to allegations of misconduct as they occur, this approach is largely reactive. The department should consider a shift in thinking to include a more proactive approach to internal affairs to include: reviewing all use of force reports, vehicle pursuits, random audits and inspections of units, equipment, incident/offense reports reviews for quality assurance and to safeguard against any bias-based policing. Monthly review of a random sample of officers' chat messages between cars, attendance records, training records, property and evidence receipts, and other documentation should be implemented by the Office of Professional Standards for quality assurance, safety, and

compliance with policies. Furthermore, data reflecting exceptional performance such as no use of sick time, no vehicle accidents, exceptional investigations and actions, and other positive performance indicators should also be captured to balance the scales of performance. These audits and inspections will ensure compliance with general orders and will support an early identification and intervention process in addressing employee behavior. (See p. 72.)

Strategic Planning / Performance-Based Management

42. The recommendations in the area of Strategic Planning / Performance-Based Management can be found on pages 65 to 71, and are an interrelated collection that together comprise Recommendation 42. (See pp. 76-82.)

Administrative Support Recommendation

43. Add a full- or part-time position to serve as Administrative Assistant to the Chief. (Clerical assistance to the Investigations Division and Administrative Division has been discussed and recommended in other sections of this report.) (See p. 83.)

Field Training Recommendations

44. The orientation provided to trainees by records clerks should be enhanced. It is likely that operational efficiency will be improved if nonsworn records clerks have greater access to officers early in their careers. (See p. 85.)
45. During the PowerDMS "phase-in" period, an effort should be made to enhance the amount and quality of user training being provided to probationary officers. (See p. 85.)
46. CPSM recommends transferring the field training program to Patrol to be supervised by the recommended two new Lieutenant positions. (See p. 86.)

Training Recommendations

47. The duties and responsibilities associated with the position of "training officer" should be enhanced. The training officer should take an active role in reviewing and reporting on both the quantity and quality of training received by members of the department. The Training Sergeant should review all use of force reports, firearms discharge reports, department vehicle accident reports, and line of duty injury reports to identify training or retraining opportunities. (See p. 88.)
48. The Training Sergeant must attend and actively participate in all monthly supervisors' meetings. The primary purpose of this participation will be to identify training opportunities and to report on current training efforts. (See p. 88.)
49. The department should develop a multiyear training plan. This training plan should identify specific training goals and objectives for all units, and all sworn and nonsworn members of the department, and should be incorporated into the department's newly created overall multiyear strategic plan. The department's Training Sergeant would be chiefly responsible for developing, reviewing, and revising the training plan as necessary. (See p. 88.)
50. The department should create a training committee. This would be a body of sworn and non-sworn employees of various ranks, chaired by the department's Training Sergeant. The committee would consider the training needs of the department and set the agenda and specific training goals for the entire department. The training committee would also solicit ideas, identify operational problems and training opportunities, formulate specific training plans, and evaluate and report on the success of training received by members of the department. (See p. 88.)
51. The department should include nonsworn personnel on the training committee, such as representatives from the Communications Section, Records Unit, etc. The training committee

should consider and address the training needs of all members of the department. (See p. 88.)

52. The training committee should assist the Training Sergeant in the development and review of a written, comprehensive, multiyear training plan. This plan should include distinct, measurable training goals for the entire department (i.e., for each of its units). It should be revised as necessary. (See p. 89.)
53. The training officer and the training committee should be charged with performing and presenting a retention study for both police officers and dispatchers. (See p. 89.)
54. The department should continue to encourage and actively support members of the department to apply to the FBI National Academy. (See p. 89.)

Promotion Process Recommendations

55. The town should work with the department to alter the promotion process to ensure that police officers promote to the rank of Corporal prior to attaining the rank of Sergeant. (See p. 91.)
56. The consultants believe that the department's current process for evaluating candidates for promotion to supervisory ranks is certainly adequate. It is, however, time-consuming and labor-intensive. The department might wish to consider also administering a written examination, in addition to the above process, simply in order to reduce the number of qualified candidates who are subjected to the entire review process. (See p. 91.)

Property and Evidence Recommendations

57. Due to the importance of the property and evidence management function, it is recommended that the department continue to assign a full-time member of the department to serve as Property and Evidence Technician/Custodian. This individual must be actively engaged in professional organizations/associations of property and evidence management professionals, as well as a continuing course of professional development and training. (See p. 94.)
58. From a liability standpoint, it is imperative that the department develop and adhere to a strict schedule of destruction for unneeded items of narcotics and firearms. It is recommended that the Internal Affairs/Professional Standards Supervisor oversee the purging of these items and that the total number of items to be destroyed be utilized as a monthly performance metric and monitored as a short-term organizational goal of the MPD. (See p. 94.)
59. In addition to the current schedule of regular and "spot" audits, the department should plan a comprehensive audit of all firearms, currency, and narcotics in the possession of the MPD. Audits of this type should be planned and conducted every few years. Ideally, in addition to an MPD supervisor, this audit would be conducted with a supervisor or property and evidence custodian/professional from another law enforcement agency (such as the CMPD or the State Police). (See p. 94.)

Records / Information Technology Recommendations

60. The town should consider designating the IT information systems specialist as a police department employee, with a direct report to the Chief. This would enable him to devote his time exclusively to MPD projects (such as planning and testing new equipment and software) and would enhance the lines of authority within the department. (See p. 96.)
61. The department should create a technology task force. This would be a group of sworn and nonsworn employees of various ranks who would be charged with meeting regularly to determine the department's current and future technology needs (hardware and software)

as well as any steps needed to ensure that the department remains current with regard to technological advancements. The panel should meet on a regular schedule, and should: 1) identify the department's current technology needs; 2) identify any deficiencies of the department's current communications (i.e., radios, telephones, and CAD) and records management system (RMS); 3) revise and update the department's website, as necessary; and 4) make specific recommendations for improvements, where necessary. (See p. 96.)

62. The technology task force should be charged with developing a detailed, multiyear technology plan for the department. This plan would include a statement of current needs, as well as a detailed strategy for replacing old systems and equipment and acquiring and purchasing new technology and equipment (software, hardware, etc.), adequately training personnel, and implementing a variety of advanced technologies to enhance organizational performance. The technology task force should be charged with field/beta testing, evaluating, and reporting on any new technologies adopted or tested. (See p. 96.)
63. The IT information systems specialist who is employed by the town and assigned to the department should serve as chair of the department's technology task force. (See p. 96.)
64. The task force should develop a formal replacement plan for all of the department's IT equipment and software. (See p. 97.)
65. The task force and the IT information systems specialist should work to ensure that products such as PowerDMS and IA Pro/BlueTeam are fully utilized by the department. Additional employee training should be suggested, as necessary. (See p. 97.)

Communications / Dispatch Recommendations

66. The department must expedite the development of its dispatcher field-training program. (See p. 98.)
67. The Communications Section should develop a formal program of in-service (i.e., on-going) training for dispatchers. This should combine both in-house and on-line delivery of lessons. (See p. 99.)
68. The police field training curriculum should be revised to include a training block (for example, four hours) whereby probationary police officers receive instruction and are afforded the opportunity to actually take calls for service from the public and perform the dispatch function and all related administrative tasks. (See p. 99.)
69. The Communications Supervisor should also undergo professional development and training appropriate for a first-line communications supervisor (such as on-line course work or participation in regional or state-wide associations of communications supervisors). (See p. 99.)
70. The Communications Center does not have a screen to monitor the GPS in the officers' radios. This should be immediately addressed by installing a monitor. (See p. 99.)

Facilities Recommendations

71. The bathrooms in the lobby are left unlocked after hours. MPD may want to consider securing the bathroom doors after hours. (See p. 100.)
72. The lobby windows are not bulletproof and MPD may want to consider installing bulletproof glass where the public has access to staff. (See p. 101.)
73. A spacious community room/gymnasium is available to the public in the area of the parks and recreation department. There is some vulnerability for the department because access to the community room/gymnasium also enables access the hallway where the police department doors are located. The public cannot make entrance into the police

department through these doors, but if a door is opened by police staff members, it would be possible for the public to gain access into the police department. MPD should consider some target hardening measures to better secure this area. (See p. 101.)

74. CPSM recommends installing a lockbox for firearms in the sally port to promote officer safety. (See p. 101.)

SECTION 2. METHODOLOGY

Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for the Matthews Police Department (MPD). Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of MPD internal information. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

Interviews

This study relied extensively on intensive interviews with MPD personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations.

Document Review

CPSM consultants were furnished with numerous reports and summary documents by the Matthews Police Department. Information on strategic plans, personnel staffing and deployment, monthly and annual reports, operations manuals, intelligence bulletins, evaluations, training records, and performance statistics were reviewed by project team staff. Follow-up phone calls were used to clarify information as needed.

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol, special enforcement, investigations, and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

Implementing the Report's Recommendations

CPSM's conclusions and recommendations provide a blueprint for both the town leadership and police department to move forward. The town leadership should have periodic meetings with the MPD to ensure that CPSM's recommendations are implemented. It is strongly recommended that the Chief identify and task one individual with responsibility for implementing these recommendations. This person should establish a liaison with the Chief of Police and should be given the authority and responsibility to effectuate the recommended changes. This includes ensuring the recommendations are executed in a timely fashion and then evaluating the department's progress every six months. If the city desires, CPSM can provide a service to review, monitor, and evaluate the department's progress to help ensure that the recommendations are being implemented properly. If the police administration continues to have difficulty implementing the recommendations, CPSM can assist with implementation.

SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

The Town of Matthews is in Mecklenburg County, North Carolina, and is located about ten miles southeast of Charlotte, North Carolina. The town was originally established in the early 1800s as a farming community. The town was incorporated in 1879.

The town has a Council-Manager form of government. Under this form of government, a Mayor and a six-member Board of Commissioners are elected to set policies for the town. In addition to the elected leaders, a Town Manager is authorized to execute the policies of the town and implement the goals established by the Mayor and Board of Commissioners in providing services to the citizens.

The town has a total land area of 17.11 square miles and an estimated population (in 2017) of approximately 32,117. The population increased from 2010 to 2017 by 18.2 percent. The Town of Matthews is a growing and engaged community that desires to provide exemplary services to the entire community. The Matthews Police Department is guided by the following mission and core values:

Mission Statement of the Matthews Police Department:

The members of the Matthews Police Department strive to promote a safe community by preventing crimes and reducing the fear of crime by our citizens, while treating all individuals fairly and with respect. Our members will demonstrate knowledge, courage and integrity while building partnerships necessary to enhance the safety of our community.

Core Values:

Integrity: A steadfast adherence to a strict moral or ethical code: a sense of honesty and truthfulness as the motivations for one's actions. Employees shall be morally sound, both on and off duty, demonstrating at all times the respect for their profession and for the citizens they serve.

Honesty: Consistently speaking and presenting the truth in all manners of communication. Members of the Matthews Police Department must be honest in the self-assessment of themselves, continually improving upon their abilities and their performance.

Respect: Believing and demonstrating a positive feeling of esteem for a person, a personal quality, personal belief, or of any other entity (such as a nation or a religion); our actions and our conduct should always be representative of that respect.

Professionalism: A continual commitment to personal development, and to the demonstration of a professional character at all times. Being professional means maintaining the highest of standards expected of our chosen career, while treating all others with respect, courtesy, compassion, and equality.

DEMOGRAPHICS

The Town of Matthews is a homogeneous community, with some diversity. According to U.S. Census Data, the town's 2010 population was comprised as follows: 78.5 percent white (alone, not Hispanic or Latino), 9.8 percent African-American, 2.9 percent Asian, 6.1 percent Hispanic/Latino, 0.4 percent American Indian and Alaska Native, 0.0 percent Native Hawaiian/Other Pacific Islander, and 2.7 percent a combination of two or more races.

The town has a higher educational and economic profile compared to state averages. While 94.8 percent of the town's population has a high-school diploma compared to 86.9 percent statewide, college graduates account for 53.4 percent of the town's population age 25 and higher, compared to 29.9 percent for the state. The mean value of an owner-occupied housing unit is \$231,300 for the town, compared to \$161,000 for North Carolina as a whole. The most recently available information shows median household income was \$76,007 for the town, compared to \$50,320 for the state, and the percentage of persons living below the federal poverty level was 5.5 percent for the town and 14.7 percent for the state.

These demographics reflect a community that is homogeneous, educated, and representative of an above-average socio-economic lifestyle in comparison to the state. Table 3-1 provides a demographics comparison between the Town of Matthews and the State of North Carolina.

TABLE 3-1: Demographics Comparison between Town of Matthews and State of North Carolina

Demographics Category	Matthews	North Carolina
Land Area in Square Miles, 2010	17.11	48,617.91
Persons per Square Mile, 2010	1,589.6	196.1
2017 Population	32,117	10,273,419
2010 Population	27,183	9,535,736
Percent Change from 2010 to 2017	18.2%	7.7%
Persons under 5 years, percent, 2010	4.8%	5.9%
Persons under 18 years, percent, 2010	22.9%	22.4%
Persons 65 years and over, percent, 2010	16.3%	15.9%
Female persons, percent, 2010	52.2%	51.3%
White alone, not Hispanic or Latino, percent, 2010	78.5%	63.1%
Black or African American, percent, 2010	9.8%	22.2%
American Indian and Alaska Native, percent, 2010	0.4%	1.6%
Asian, percent, 2010	2.9%	3.1%
Native Hawaiian/Other Pacific Islander, percent, 2010	0.0%	0.1%
Hispanic/Latino, percent, 2010	6.1%	9.5%
Two or More Races, percent, 2010	2.7%	2.2%
Foreign born persons, percent, 2012–2016	10.5%	7.8%
Language Other than English Spoken at Home, Age 5+, 2013–2017	13.6%	11.4%
High School Graduate, age 25+, 2012–2016	94.8%	86.9%
Bachelor's Degree or Higher, Age 25+, 2012–2016	53.4%	29.9%
Veterans, 2012–2016	1,865	670,326
Mean Travel Time to Work in Minutes, Workers Age 16+, 2013–2017	28.2	24.3
Households, 2013–2017	11,678	4,622,575
Persons per Household, 2012–2016	2.61	2.53
Homeownership Rate, 2013–2017	74.6%	65.0%
Median Value of Owner-Occupied Housing Units, 2013–2017	\$231,300	\$161,000
Median Gross Rent, 2013–2017	\$1,153	\$844
Civilian Labor Force, Percent of Population Age 16 years+, 2012–2016	65.8%	61.4%
Median Household Income, 2013–2017	\$76,007	\$50,320
Persons in Poverty	5.5%	14.7%

Source: United States Census Bureau. Retrieved from
<https://www.census.gov/quickfacts/fact/table/matthewstownnorthcarolina/PST045217>
<https://www.census.gov/quickfacts/fact/table/nc/PST045218>

UNIFORM CRIME REPORT/CRIME TRENDS

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments in the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. For Part 1 offenses, the UCR indexes incidents in two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft.

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how communities in North Carolina compare to one another in terms of crime rates. As indicated in Table 3-2, in 2016, Matthews had a UCR Part I violent crime rate of 146 per 100,000 and a property crime rate of 3,423 per 100,000.

In comparing Matthews with the other municipalities listed, it can be seen that similar but slightly smaller size towns/cities such as Cornelius (population 28,756) had a lower violent crime rate of 94 per 100,000 and a lower property crime rate of 1,088 per 100,000. However, most of the other towns/cities with a similar albeit slightly higher population also had higher violent and property crime rates: Monroe (population 34,978) with 652 violent crimes per 100,000 and 5,615 property crimes per 100,000; Mooresville (population 36,482) with 274 violent crimes per 100,000 and 3,955 property crimes per 100,000; and Salisbury (population 34,121) with 973 violent crimes per 100,000 and 4,871 property crimes per 100,000.

TABLE 3-2: Reported Crime Rates in 2016, by City

City	State	Population	Crime Rates		
			Violent	Property	Total
Albemarle	NC	16,024	668	4,812	5,479
Belmont	NC	10,593	330	4,843	5,173
Cornelius	NC	28,756	94	1,088	1,182
Davidson	NC	12,469	72	1,099	1,171
Hickory	NC	40,437	408	4,830	5,238
Huntersville	NC	53,932	119	2,145	2,264
Kannapolis	NC	46,867	252	1,997	2,249
Mint Hill	NC	26,221	141	2,410	2,551
Monroe	NC	34,978	652	5,615	6,267
Mooresville	NC	36,482	274	3,955	4,229
Mount Holly	NC	14,284	189	2,135	2,324
Newton	NC	13,049	261	3,418	3,678
Salisbury	NC	34,121	973	4,871	5,844
Stallings	NC	15,569	90	1,330	1,419
Waxhaw	NC	14,367	139	1,009	1,148
Matthews	NC	31,401	146	3,423	3,570
North Carolina		10,180,571	321	2,394	2,714
National		329,308,297	383	2,353	2,736

Figure 3-1 displays the trends in violent crime and property crime rates per 100,000 for the Town of Matthews for the period of 2007 through 2016. The figure shows that the violent crime rate has somewhat decreased over time with the lowest violent crime rate of 146 per 100,000 in 2016, followed by the next-lowest rate of 134 in 2011. In 2012, 2013, and 2015, there were upticks in the violent crime rate. The highest rate of violent crime during this ten-year period was in 2007 with a rate of 288.

Property crime showed a consistent reduction from 2007 through 2010, increases appeared in 2011 and 2012, followed by decreases from 2013 through 2015. In 2016, there was a substantial increase in property crimes, to 3,423 per 100,000. The reasons for the fluctuation in crime rates are beyond the scope of this study.

FIGURE 3-1: Reported Matthews Violent and Property Crime Rates, by Year

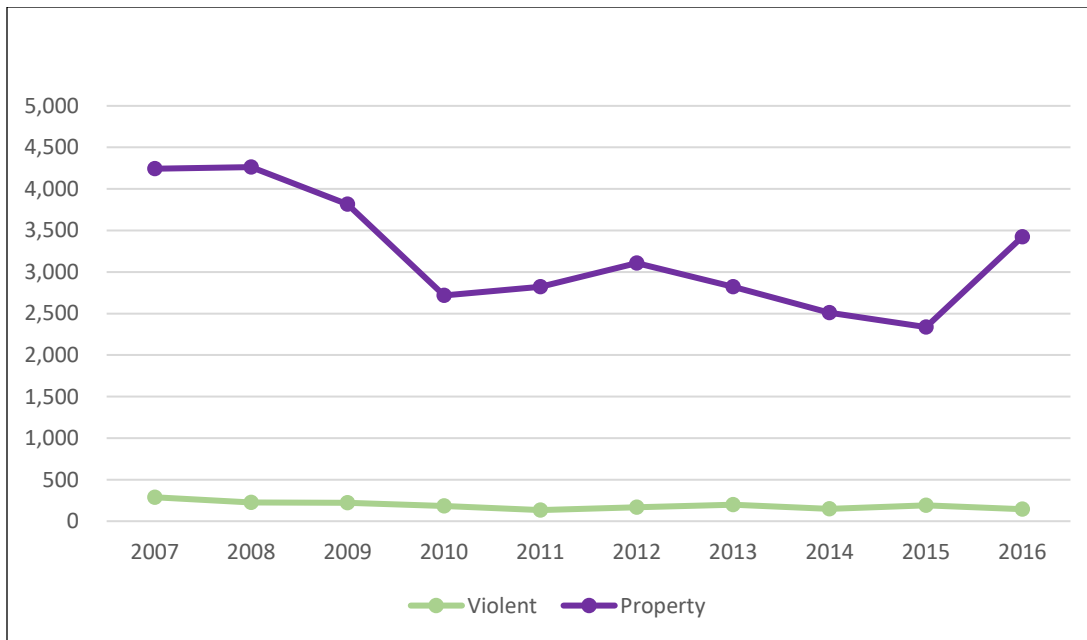


Figure 3-2 compares the overall crime rate between the Town of Matthews and the State of North Carolina during the period of 2007 through 2016. In 2007, 2008, 2009, and 2016, the overall crime rate was higher for the Town of Matthews as compared to the state of North Carolina. However, during the period of 2010 through 2015, the overall crime rate for the Town of Matthews was lower as compared to the state of North Carolina.

Further analysis would be needed to determine the factor(s) that contributed to these changes and to explain the differences between Matthews and North Carolina; however, that analysis is beyond the scope of this study.

FIGURE 3-2: Reported Town and State Crime Rates, by Year

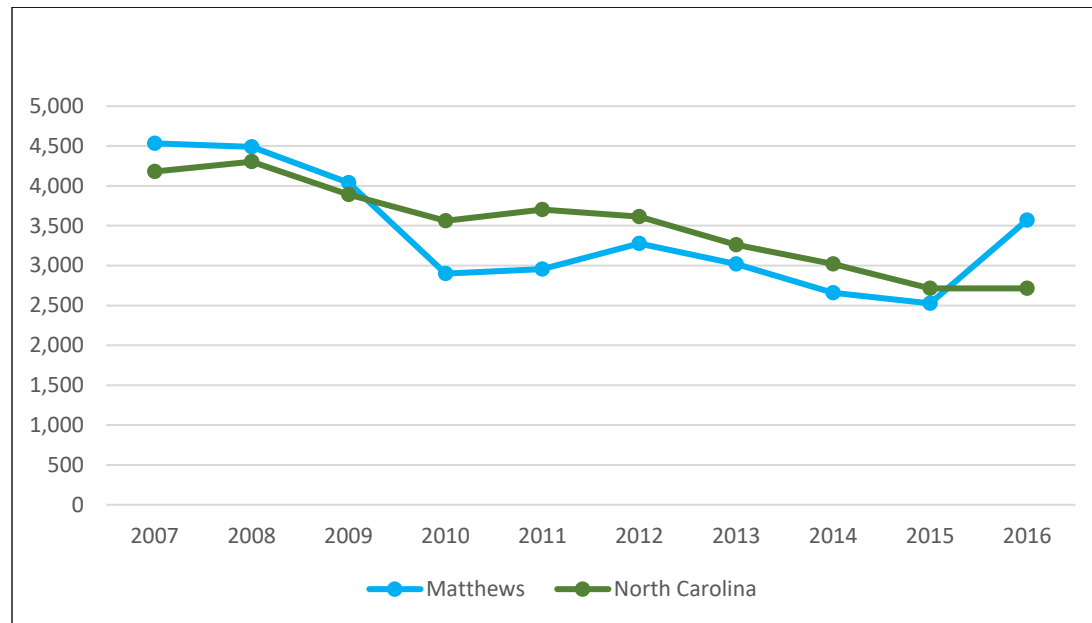


Table 3-3 compares the Town of Matthews crime rates to both the state and national rates year by year for the period 2007 through 2016. The national crime rates when compared to the Town of Matthews had higher overall crime rates in 2010, 2011, 2014, and 2015. In 2007, 2008, 2009, 2012, 2013, and 2016, the national crime rates were lower in comparison to the Town of Matthews. The reasons for these differences in crime rates are beyond the scope of this study.

TABLE 3-3: Reported Matthews, North Carolina, and National Crime Rates, by Year

Year	Matthews				North Carolina				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2007	26,693	288	4,245	4,533	9,095,201	430	3,749	4,179	306,799,884	442	3,045	3,487
2008	27,140	225	4,263	4,488	9,257,073	448	3,855	4,303	309,327,055	438	3,055	3,493
2009	27,359	223	3,816	4,039	9,421,855	388	3,503	3,891	312,367,926	416	2,906	3,322
2010	27,198	184	2,717	2,901	9,580,821	339	3,223	3,562	314,170,775	393	2,833	3,225
2011	27,543	134	2,821	2,955	9,699,207	335	3,369	3,704	317,186,963	376	2,800	3,176
2012	28,213	167	3,108	3,275	9,794,736	345	3,271	3,616	319,697,368	377	2,758	3,135
2013	29,178	199	2,821	3,019	9,888,625	319	2,943	3,262	321,947,240	362	2,627	2,989
2014	29,927	150	2,509	2,660	9,977,797	304	2,717	3,021	324,699,246	357	2,464	2,821
2015	30,723	189	2,337	2,526	10,074,032	301	2,413	2,714	327,455,769	368	2,376	2,744
2016	31,401	146	3,423	3,570	10,180,571	321	2,394	2,715	329,308,297	383	2,353	2,736

Clearance rates measure the effectiveness of the police department in investigating and successfully solving crimes. Solving crimes in this context of clearance rates is when an individual (or individuals) is charged with the crime. Clearance rates are calculated by dividing the number of solved crimes by the total number of crimes during a given time period. Clearance rates are one of many factors that can be used to evaluate the effectiveness of a police department. However, there are many variables that affect crime. As a performance measurement tool, clearance rates are best used by the police department to evaluate the police department's performance from year to year as an internal measurement. Table 3-4 is presented for only informational purposes; it shows the clearance rates for Part 1 crimes for the Town of Matthews, the State of North Carolina, and the nation.

TABLE 3-4: Reported Matthews, North Carolina, and National Crime Clearance Rates

Crime	Matthews			North Carolina			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	0	NA	608	472	78%	17,819	10,021	56%
Rape	5	3	60%	1,834	1,088	59%	126,378	44,136	35%
Robbery	22	13	59%	8,207	3,404	41%	328,557	91,582	28%
Aggravated Assault	19	9	47%	22,012	12,749	58%	789,005	402,556	51%
Burglary	110	28	25%	62,814	13,237	21%	1,474,704	187,591	13%
Larceny	909	233	26%	167,490	49,031	29%	5,517,312	1,082,866	20%
Vehicle Theft	56	7	13%	13,384	3,412	25%	756,091	96,903	13%

DEPARTMENT'S FINANCIAL SUSTAINABILITY

Table 3-5 shows the annual budget for the Matthews Police Department for fiscal years 2017, 2018, and 2019. From 2017 to 2019, the adopted budgets increased by 12.5 percent. This is expected for a town that is experiencing growth.

Table 3-6 shows the budgeted overtime costs for fiscal years 2017, 2018, and 2019 for the police department. The table shows an increase of 20.28 percent in overtime from 2017 to 2018. However, budgeted overtime decreased by 2.48 percent from 2018 to 2019.

TABLE 3-5: Annual Budget for Fiscal Years 2017-2019

2017 Adopted Budget	2018 Adopted Budget	2019 Adopted Budget
\$5,777,169	\$6,117,345	\$6,479,108

TABLE 3-6: Overtime Budget for Fiscal Years 2016-2018

2017 Adopted Budget	2018 Adopted Budget	2019 Adopted Budget
\$159,757	\$192,161	\$187,378

SECTION 4. PATROL DIVISION

The Matthews Police Department provides the community with a full range of police services, including responding to emergencies and calls for service (CFS), performing directed activities, and solving problems. The department is service-oriented, and thus provides a high level of service to the community. Essentially, every call for service from the public gets a police response and every criminal case gets investigated. The department embraces this approach and considers every request for service from the public important and deserving of a police response.

DEMAND

It was reported to the CPSM team that no call is considered too minor to warrant a response and no case is too small to warrant an investigation. The MPD is interested in providing a very high level of service to the community and this translates into a posture that every call, no matter how minor, will receive a response from an officer. The result of this policing philosophy is the delivery of comprehensive policing services to the community. The department has the hallmark of a small-town approach to policing, in which people are not just citizens but members of a community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high.

This approach is not without costs, however. Considerable resources are needed to maintain the small-town approach. The Patrol Division must be staffed with enough officers to respond to these calls and a sufficient amount of supervisory positions to ensure accountability.

When examining options for the department's direction, the town and the department face the choices of a) continue to police the community as they do now, or b) take steps to restructure how to respond to demand, still promote order and safety, but free up additional time for officers to engage in proactive patrol. That is, the department could decide whether to sustain its comprehensive level of police service or take the steps necessary to manage public demand. Essentially, this is a political decision regarding the quantity of police services offered to the Town of Matthews community. But quality doesn't need to suffer. The recommendations offered regarding operations, if implemented, will permit the Matthews Police Department to continue its full-service model of policing yet run the agency more efficiently.

This is largely a political decision that needs to be made in close collaboration with community stakeholders. The MPD could continue with its comprehensive approach to handling CFS, but it must be made known that CPSM considers this an inefficient approach to managing service demands and that alternatives and adjustments could be considered that do not compromise the department's high-level service philosophy.

TABLE 4-1: Calls for Service

Category	Community-initiated			Police-Initiated		
	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes
Accident	2,206	1.5	44.1	125	1.6	37.9
Alarm	1,529	1.7	12.7	5	1.4	8.9
Animal	421	1.4	31.5	23	1.1	22.0
Assist Other Agency	574	2.2	39.3	82	1.5	29.5
Check	597	2.0	36.2	19,381	1.0	10.5
Crime-person	263	2.3	60.8	7	2.6	73.6
Crime-Property	1,599	1.6	47.2	55	1.3	43.7
Disturbance	917	2.5	34.8	23	2.5	17.8
Investigation	2,390	1.7	34.7	297	1.4	31.0
Suspicious Incident	1,166	1.8	24.0	372	1.7	13.5
Traffic Enforcement	712	1.5	25.6	1,383	1.2	20.5
Traffic Stop	0	N/A	N/A	4,597	1.5	11.9
Weighted Average/Total Calls	12,374	1.7	34.5	26,350	1.1	11.8

Table 4-1 presents information on the main categories of calls for service received from the public that the department handled during the period of September 1, 2017 to August 31, 2018. In total, department officers were dispatched to approximately 38,724 calls during that 12-month period, or approximately 106.1 calls per day or 4.4 per hour.

CFS volume is not within acceptable bounds. To evaluate the workload demands placed on the department, it is useful to examine the number of CFS received from the public and initiated by the police in relation to the population size. With a population estimated to be approximately 32,117 (U.S. Census Estimations for 2017), the total of 38,724 CFS translates to about 1,206 CFS per 1,000 residents. While there is no accepted standard ratio between calls for service and population, CPSM studies of other communities show a CFS-to-population ratio ranging between 400 and 1,000 CFS per 1,000 persons per year. Lower ratios typically suggest a well-managed approach to CFS. The value of 1,206 CFS/per thousand/year would suggest the need to implement an appropriate policy for triaging nonemergency calls. A well-managed dispatch system includes a system where CFS are screened and nuisance calls eliminated before they are dispatched. Considering the MPD does not have a process of screening out non-emergency police CFS and responds to all requests for service, it would appear that the Matthews community (residents, businesses, and visitors) generates a higher number of CFS than could be expected for a community of this size.

Demand Reduction

It also appears, however, that the Matthews Police Department could be more aggressive at triaging CFS. Certain types of calls do not necessarily require the response of a sworn police officer. There are many categories of CFS that are non-emergency in nature and do not require an immediate response by the police. The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers' time to address other conditions present in the community as opposed to spending time at CFS at which their services

are not essential. Sparing these officers from responding to non-emergency CFS allows them to remain available and on patrol in the community.

CPSM recognizes that triaging CFS will be a difficult undertaking. However, emergency communications and dispatch are under the authority of the Matthews Police Department. Yet, this is an extremely critical area for the stakeholders in the Town of Matthews to explore. This study presents the data, and offers up an opportunity to evaluate this issue in a collaborative way to minimize the number of CFS handled by patrol officers in the Town of Matthews and preserve scarce emergency resources. The following categories of CFS could be examined in order to reduce the response by the MPD.

Alarm Reduction Program

False alarms are a source of inefficiency for police operations. The alarm industry is a strong advocate of developing ordinances and procedures to address police response to false alarms and will work closely with any agency exploring this issue. The 98 percent of alarm calls that are false are caused by user error, and this can be addressed by alarm management programs. During the study period the MPD responded to 1,529 alarm calls from the community. The response to the majority of these calls is undoubtedly unnecessary, and an inefficient use of police resources.

The Town of Matthews should be commended for having a False Alarm Ordinance, Chapter 98.06, Service Charge Assessment for False Alarms and Reinstatement of Alarm User Permits.

Currently, the alarm reduction program is managed by the Town of Matthews Alarm Systems Coordinator. Residents or business owners with an alarm are required to register their alarm. There are civil penalties for false alarms; however, fines are initiated only when a resident or business owner has had three or more false alarms within a twelve-month period. The fine schedule is as follows: third through fifth false alarm is a \$50.00 fine, sixth false alarm is a \$100.00 fine, seventh false alarm is a \$100.00 fine, eighth false alarm is a \$250.00 fine, ninth false alarm is a \$250.00 fine, and the tenth false alarm is a \$500.00 fine.

The alarm management program in the Town of Matthews could be more aggressive, with the objective of reducing the number of CFS for alarms. Specifically, CPSM recommends changing the ordinance to charge a fine for the second false alarm. Additionally, there could be a more aggressive fine schedule that increases after every repeated false alarm. Communities around the country have ordinances that incur fees of up to \$1,000 for repeated false alarms. A \$50 fee might be seen as manageable cost of doing business, while a \$1,000 fee might induce a more lasting change. The Town of Matthews should also ensure that fines are being collected for repeated false alarms.

Similarly, the MPD should work with the city to analyze the data on false alarm activations. Undoubtedly, with a greater level of analysis, patterns and trends will emerge. The MPD could identify problematic locations and/or alarm installation companies that are generating a large number of false alarms and work with them to reduce or eliminate future occurrences.

In addition, some communities are enacting a double-call verification protocol. Under such a program an alarm CFS is verified by the 911 dispatcher with the alarm company before an officer is dispatched to respond. Also, the Town of Matthews should consider making greater use of the data it collects on the false alarms already recorded. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to identify reasons behind the false alarms.

In general, responding to false burglar alarms is an inefficient use of police emergency resources. The Town of Matthews has a false alarm ordinance, but a more aggressive approach could be considered. The MPD and the Town of Matthews' leadership should explore avenues to minimize these responses to the greatest extent possible.

Automobile Accidents

Automobile accidents are another category of call for which the response by a sworn officer is sometimes questionable. In the period under observation the MPD responded to a total of 2,331 motor vehicle accidents (both community-initiated and police-initiated). CPSM recommends that the policy of responding to and investigating routine traffic accidents (property damage only, no criminality) be minimized or discontinued altogether. Most accidents involve only property damage to vehicles and the role of an officer is simply report preparation. When injuries occur or vehicles are inoperable and blocking traffic, a police response is important. Proper training of dispatchers and inquiries by dispatchers during the initial call-taking process can easily triage vehicle accident calls to determine which ones require a police response. Police departments around the country have discontinued assigning police officers to handle property damage-only accidents. CPSM supports this development and contends that dispatching police officers to all vehicle crashes is a policy that could be revisited.

Examination of Table 4-1 indicates that 6 percent of all CFS during the study period were traffic accidents. Arguably, most of these calls were administrative in nature and did not necessarily warrant the response of a sworn police officer.

According to North Carolina law, if a motorist is involved in a motor vehicle accident in which a person is injured or there is property damage in excess of \$1,000 or the city or insurance company requires a report, the motorist must report the accident to the local police. Police departments across the state have interpreted this regulation as a mandate to respond to every traffic crash and prepare a report. This results in numerous hours spent by patrol officers responding to and documenting traffic crashes. CPSM contends that this approach is not an efficient use of patrol officer time. CPSM recommends that only a limited number of vehicle crashes require a police response. When a motor vehicle is disabled or blocking the roadway, or there is a dispute between motorists, or one motorist is intoxicated, or other criminal activity is alleged, a police response is required. When the crash is routine and none of those factors are present, the motorist should be advised to prepare the required North Carolina forms and submit them to the state: no response by the police is necessary. This can be done by responding to the police headquarters and preparing the report or getting the report online and submitting the documents accordingly. This process also spares the need for an officer to respond to the scene and keeps them free to perform other, more critical, functions.

Further, police departments across the country are utilizing nonsworn uniformed personnel to handle minor non-emergency calls for service. Individuals in these positions can provide support to sworn officers on patrol. Properly trained and equipped civilian personnel such as nonsworn community service officers can respond to accident scenes, and other non-emergency CFS, and handle the incidents without the need of a sworn officer. CPSM recommends the MPD explore the use of civilian personnel to respond to non-emergency CFS that are now burdening emergency resources.

Whether it is demand reduction or deploying civilian personnel, adopting a more aggressive stance towards minor traffic accidents is necessary and will minimize the number of accidents dispatched to patrol officers. The combination of these approaches will result in a more efficient use of personnel resources and improved traffic safety in the Town of Matthews. Similar to the alarm reduction program, the MPD should take a more aggressive stance towards responding to "property damage only" accidents. If these changes are adopted by the department, an

aggressive educational campaign needs to be implemented to educate the citizens what the changes are and why they were implemented.

Checks

During the study period MPD officers responded to more than 19,978 miscellaneous CFS.

A “check” CFS consists of the following categories: message or information; code enforcement; zone check; check on welfare; mental subject; warrant check; warrant check other agency; or BOLO. Zone checks, also referred to by some law enforcement agencies as directed patrol, are activities which provide accountability and proof that zone cars are patrolling specific neighborhoods or businesses; but are not considered a true CFS. However, MPD engages in an extraordinarily robust program of “zone checks” to a wide assortment of locations in the community. The MPD should be commended for implementing such a robust program. However, an opportunity exists to dramatically improve the delivery of these services on three different levels.

From a criminological standpoint, research shows that spending as little as 15 minutes in a crime “hot spot” has a deterrent effect on crime at that location. These locations should be identified and prioritized by data. Therefore, the MPD must have a robust crime analysis program that provides timely and accurate data to patrol officers identifying these “hot spots.” MPD would be providing a visible presence in the locations where crime is occurring. An opportunity exists here to enhance this approach.

Hypothetically, data provided to patrol officers from crime analysis may indicate the time, place, and general condition that they should be addressing. For example, if a trend of “entering autos” was identified on two specific days of the week, with three windows of likely times, this is sufficient information for patrol officers to respond to these locations and provide a visible police presence, but not much more. This information, while valuable to orient the officers to the times and places of crime events, should be included as part of a strategic approach to crime reduction. This strategic approach involves identifying with greater precision the human and environmental variables associated with the crime. In other words, Who are the known offenders? What vehicles do they target? What kind of property is removed? Should the officers make crime prevention recommendations to the parking facility? Are there any cameras deployed? What is the long-term plan to address these occurrences and how do all of the units of the MPD factor into that plan?

There is also an opportunity to explore the tension between quality, as opposed to quantity, of these activities. The MPD conducts 54.7 checks each day, but is there an understanding of how well these patrols are being conducted? For example, is conducting a 12-minute “business check” adding value, either in crime deterrent or community satisfaction, to the overall efforts of the department? What is being done during these patrols? Should they be longer? Is there any intelligence collected, and how should that be reported? In other words, the quality of these patrols should be the focus, and not just the quantity, or simply the fact that a patrol was conducted.

The MPD should also consider formalizing a feedback loop with respect to “checks.” Presumably, on many of these activities a member or members of the community requested this service. The MPD should consider periodically contacting that community member or members notifying them about the services that were provided and also inquiring if the initial problem was addressed. The feedback loop, therefore, provides a higher quality of service by letting the community know that their problem was addressed, and lets the department know if its efforts actually made any difference.

Essentially, the MPD has the foundation of an excellent approach to police service. Leveraging the already robust “check” program along the three dimensions mentioned above will take this program to the next level and provide the high level of service that the community expects from the department.

Web-based or Deferred Response

The department's website features crime mapping and alerts for the public; media/press releases; news and current events; ordinances and laws; service divisions; service excellence stories; services provided; employment opportunities; and reports, citations, and property. The reports, citations, and property tab provides a variety of information including how to obtain a copy of a report. But the website does not have a tab for web-based reporting. Web-based reporting is not a panacea for reducing non-emergency responses, but it is an excellent tool to consider nonetheless, and the MPD should consider implementing and promoting the use of this system.

In addition to the web-based reporting, the MPD could consider staffing a telephone response program to various categories of CFS. The telephone response, or differential response function, could deal with past crimes and routine inquiries to the department, thus eliminating the response of a sworn officer. Non-emergency calls, such as past crimes, minor property damage, and harassment (all of the categories of web-based reporting options) can be handled by this program. Instead of dispatching an officer to these types of calls, or having an officer respond to headquarters off patrol, the information is deferred (delayed) until a staff member becomes available to respond to the call. Dispatchers or administrative personnel can record reports for certain categories of non-emergency incidents over the telephone (or from people that report incidents in person). This process could divert non-emergency calls from the patrol units, and thus provide officers with more time to engage in proactive enforcement duties.

CFS Efficiency

Further examination of various elements of the data on CFS and patrol response also warrants discussion. Data from various tables and charts in the data analysis section of this report provide a wealth of information about demand, workload, and deployment in the Town of Matthews. Several key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in the city. These statistics are found in the data analysis section under Figure 8-2, Percentage Events per Day, by Category; Table 8-6, Primary Unit's Average Occupied Time, by Category and Initiator; Table 8-7, Average Number of Responding Units, by Initiator and Category; and Table 8-16, Average Response Time Components, by Category. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 4-2, Matthews Police Department patrol units on average take 34.5 minutes to handle a call for service generated from the community. This figure is somewhat higher than the benchmark time of about 28.7 minutes for a CFS, based on our experience. Also, the department, according to Table 4-2, dispatches 1.7 officers per community CFS. The number of officers dispatched (like occupied time) varies by category of call but is on par in the Town of Matthews as compared to policing norms of about 1.6 officers per CFS.¹ The average police-initiated CFS lasts about 11.8 minutes and involves 1.1 officers on average. The service time here is lower than the average benchmark of other departments studied by CPSM.

Similarly, according to Table 4-2, response time for CFS in the Town of Matthews averages 10.4 minutes per call in the winter, and 11.5 minutes per call during the summer. The winter is lower

1. CPSM benchmarks are derived from data analyses of police agencies similar to the MPD.

and the summer is higher than the 11.0 minutes (winter) and 11.2 (summer) average response time observed by CPSM. Similarly, the response time to high-priority CFS is higher than expected. The MPD posts an average of 6.6 minutes to respond to a high-priority CFS, which is 1.6 minutes longer than the average response time of 5 minutes in other communities studied by CPSM.

As other areas of this report will illustrate, the patrol function in the MPD experiences a high workload during an extended period during the day. That workload is undoubtedly reflected here in the summary of CFS efficiency. Service times are relatively short for police-initiated CFS and response times are higher compared to other departments studied by CPSM. The combination of these two variables signals that the patrol function is stressed, which could contribute to a lower quality of service during these CFS.

The MPD has embraced a policing philosophy that seeks to deliver a high level of service. This is reflected in the vision, mission, and core values of the department. The department expects that officers on patrol talk to people they meet, develop relationships, and get to know the community they serve. This approach is undermined when officers do not take the time to develop these relationships. This could be a sign of efficiency; however, when put in context with the other data in this table, it appears that patrol workload conditions require handling CFS perhaps too quickly. Thus, the department might consider modifications for the Patrol Division to comport with that high-quality service approach.

TABLE 4-2: CFS Efficiency

Variable Description	Mean	Minimum	Maximum	Matthews	MPD vs. CPSM Comps
Population	67,748.6	5,417.0	833,024.0	32,117	
Patrol Percent	66.1	32.4	96.8	62.7	LOWER
CFS Rate	1,004.8	2.2	6,894.2	1,206	HIGHER
Avg. Service Time, Police CFS	17.7	8.1	47.3	11.8	LOWER
Avg. Service Time, Community CFS	28.7	16.0	42.9	34.5	HIGHER
Avg. # of Responding Units, Police CFS	1.2	1.0	1.6	1.1	LOWER
Avg. # of Responding Units, Community CFS	1.6	1.2	2.2	1.7	HIGHER
Total Service Time, Police CFS (officer-min.)	22.1	9.7	75.7	13.0	LOWER
Total Service Time, Community CFS (officer-min.)	48.0	23.6	84.0	58.6	HIGHER
Workload Percent, Weekdays, Winter	26.6	5.0	65.0	39	HIGHER
Workload Percent, Weekends, Winter	28.4	4.0	68.0	36	HIGHER
Workload Percent, Weekdays, Summer	28.7	6.0	67.0	48	HIGHER
Workload Percent, Weekends, Summer	31.8	5.0	69.0	45	HIGHER
Average Response Time Winter	11.0	3.1	32.2	10.4	LOWER
Average Response Time Summer	11.2	2.4	33.3	11.5	HIGHER
High-priority Response Time	5.0	3.2	13.9	6.6	HIGHER

Response Times

CPSM analyzed the response times to all the CFS handled by the Matthews Police Department, separating the duration into dispatch delay and travel time. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch delay and travel time. Dispatch delay is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene. Of the 38,724 calls, we limited our analysis to 12,374 community-initiated calls, and further focused our analysis on 11,092 calls after excluding those lacking valid arrival times. The department assigned priorities to calls with priority 3 as the highest priority. In addition, we identified the majority of injury accidents based upon their call descriptions to see if these provided an alternate measure for emergency calls. The descriptions that we used were "accident personal injury," "hit & run personal injury," and "accident fatality." Table 4-3 displays the average dispatch, travel, and response times by the priority of the CFS.

TABLE 4-3: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch Delay	Travel Time	Response Time	Calls
3	2.7	3.9	6.6	612
2	4.0	6.6	10.6	7,054
1	6.8	5.4	12.2	2
Unknown	5.2	7.5	12.7	3,424
Weighted Average/Total	4.3	6.7	11.0	11,092
Injury accidents	2.5	4.1	6.6	218

Note: The total average is weighted according to the number of calls within each priority level.

CPSM utilizes a benchmark that priority 3 CFS should be responded to in five minutes or less, inclusive of dispatch delay time and travel time. The MPD total response time for priority 3 CFS is 6.6 minutes. This is higher than the recommended response time of five minutes or less for priority 3 CFS. Priority 2 and 1 CFS had response times of 10.6 and 12.2 minutes, respectively. These response times may be a result of lack of sufficient staffing, beat zones that are too large, and the impact of traffic. Furthermore, the MPD should make it a goal to try to reduce dispatch delay times to increase response times.

PATROL DEPLOYMENT AND STAFFING

Uniformed patrol is considered the "backbone" of American policing. Bureau of Justice Statistics indicate that more than 95 percent of police departments in the U.S. in the same size category as the Matthews Police Department provide uniformed patrol. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical in order to have officers available to respond to calls for service and provide law enforcement services to the public.

Deployment

Although some police administrators suggest that there are national standards for the number of officers per thousand residents that a department should employ, that is not the case. The International Association of Chiefs of Police (IACP) states that ready-made, universally

applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate to use as the basis for staffing decisions.

According to *Public Management* magazine, "A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems."²

Essentially, "discretionary time" on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is "discretionary" and intended to be used at the discretion of the officer to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not get the chance to address other community problems that do not arise through 911, and are not available in times of serious emergency. The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time officers are idle. This is an indication that the department is overstaffed.

Staffing decisions, particularly for patrol, must be based on actual workload. Once the actual workload is determined the amount of discretionary time is determined and then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund it. The MPD is a full-service police department, and its philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

To understand *actual workload* (the time required to complete certain activities) it is critical to review total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. Analysis of this type allows for identification of activities that are really "calls" from those activities that are some other event.

Understanding the difference between the various types of police department events and the resulting staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department with a comparison to current time spent to provide services.

In general, a "Rule of 60" can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the patrol saturation index.

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public

2. John Campbell, Joseph Brann, and David Williams, "Officer-per-Thousand Formulas and Other Policy Myths," *Public Management* 86 (March 2004): 22–27.

demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

This Rule of 60 for patrol deployment does *not* mean the remaining 40 percent of time is downtime or break time. It is a reflection of the extent that patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to deal with issues such as proactive enforcement, community policing, and emergency response. Patrol is generally the most visible and available resource in policing, and the ability to harness this resource is critical for successful operations.

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once a threshold is reached, the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes "Why act proactively when my actions are only going to be interrupted by a call?" Any uncommitted time is spent waiting for the next call. Sixty percent of time spent responding to calls for service is believed to be the saturation threshold.

Rule of 60 – Part 1

According to the department personnel data available at the time of the site visit (November 15 and 16, 2018), patrol is staffed by 37 sworn officers (one Captain, five Sergeants, four Corporals, and 27 police officers). There are also two reserve officers who are part-time and will not be included in the staffing analysis of full-time positions. There is also a civilian animal control officer that is not included in the staffing analysis because it is not a sworn position. These 37 of the 59 sworn officers represent 62.7 percent of the sworn officers in the MPD. Accordingly, the department has an expected percentage of sworn officers dedicated to the patrol function. This part of the "rule" is not hard-and-fast.

While the balance of staffing between patrol and the other units with sworn personnel is appropriate, this does not necessarily indicate that there is the appropriate level of staffing in patrol to efficiently and effectively handle the workload. Taken on its face, however, this part of the "rule" must be considered when examining the operational elements of the department when staffing recommendations are taken into consideration.

Rule of 60 – Part 2

The second part of the "Rule of 60" examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands of the community. The remaining 40 percent of the time is the "discretionary time" for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is "saturated" by CFS.

This ratio of dedicated time compared to discretionary time is referred to as the "saturation index" (SI). It is CPSM's contention that patrol staffing is optimally deployed when the SI is in the

60 percent range. An SI greater than 60 percent indicates that the patrol manpower is largely reactive and overburdened with CFS and workload demands. An SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels much lower than 60 percent, however, indicate patrol resources that are underutilized, and signals an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer's time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. This is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

This Rule of 60 for patrol deployment does *not* mean the remaining 40 percent of time is downtime or break time. It is a reflection of the extent that patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

The CPSM data analysis in the second part of this report provides a rich overview of CFS and staffing demands experienced by the Matthews Police Department. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the department to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

Figures 4-1 through 4-8 represent workload, staffing, and the "saturation" of patrol resources in the MPD during the two months (seasons) on which we focused our workload analysis. By "saturation" we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is "saturated" with workload demands. This "saturation" is the comparison of workload with available manpower over the course of an average day during the months selected. The figures represent the manpower and demand during weekdays and weekends during the months of January 4 through February 28, 2018 (winter) and July 7 through August 31, 2018 (summer). Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

FIGURE 4-1: Deployment and All Workload, Winter 2018, Weekdays

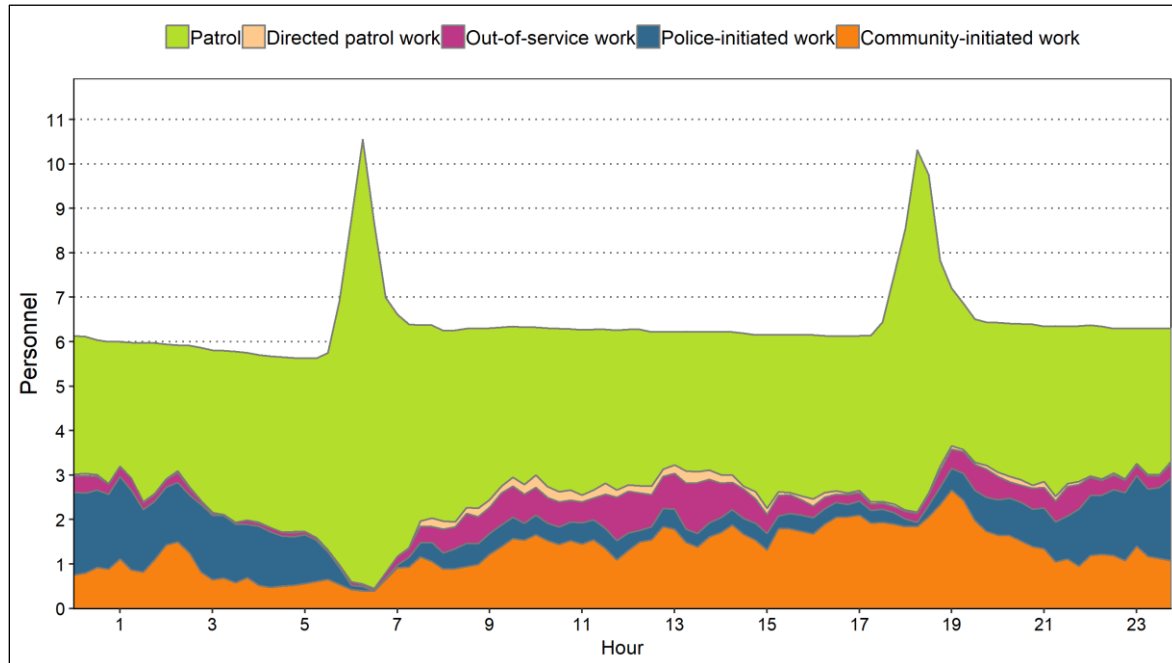
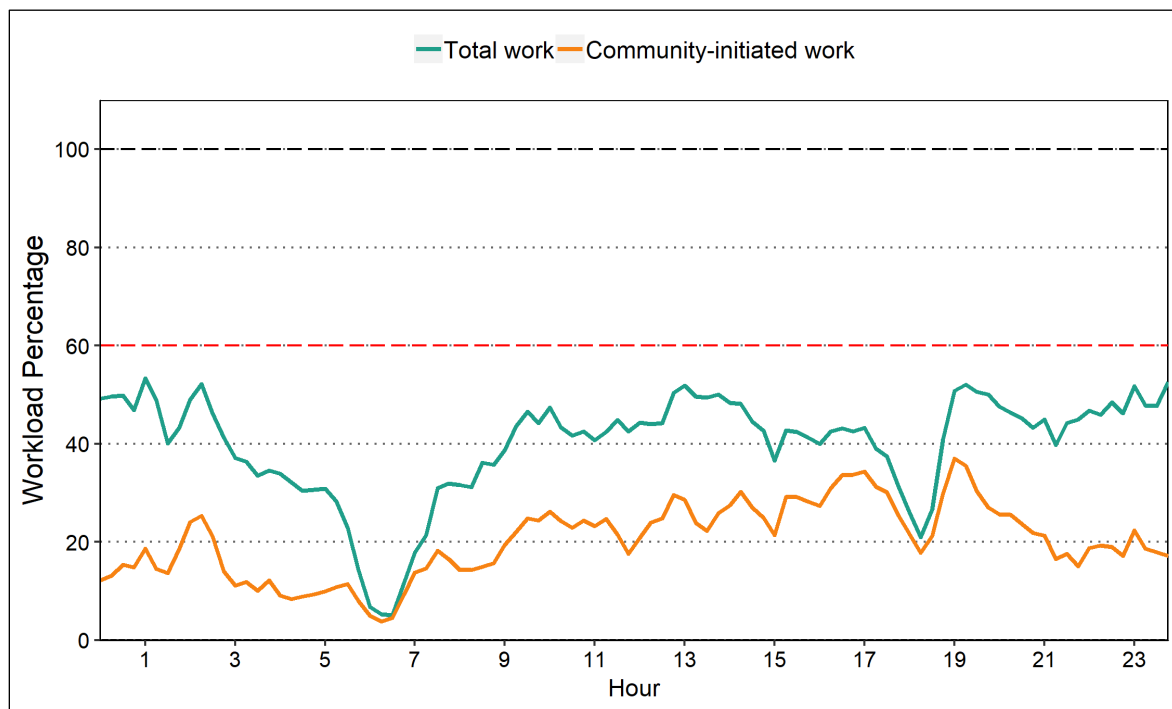


FIGURE 4-2: Workload Percentage by Hour, Winter 2018, Weekdays



Workload v. Deployment – Weekdays, Winter

Avg. Workload:	2.5 officers per hour
Avg. % Deployed (SI):	39 percent
Peak SI:	53 percent
Peak SI Time:	1:00 a.m. to 1:15 a.m., and 11:45 p.m. to 12:00 a.m.

Figures 4-1 and 4-2 present the patrol workload demands and SI for weekdays in winter. As the figures indicate, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 5 percent at 6:30 a.m. to a high of 53 percent at 1:00 a.m. to 1:15 a.m. and at 11:45 p.m. to midnight, with a daily average SI of 39 percent. This daily average is within acceptable boundaries but the high SI of 53 percent that occurs during two time periods during the day is high.

The figures illustrate several important features of the patrol function in Matthews. Figure 4-1 shows that during winter weekdays workload begins to increase at around 6:45 a.m. and thereafter continues to increase throughout the day until it peaks around 11:45 p.m. Workload continues to be high through 1:15 a.m. and then begins to taper off, but a spike occurs at 2:30 a.m. After 2:30 a.m., the workload decreases until 6:45 a.m. Throughout the day, there is a steady ebb and flow, and then the daily cycle then repeats.

Figure 4-1 illustrates the level of patrol staffing throughout the day. The light green area on the graph shows the amount of basic patrol resources during the day. Considering that the MPD balances patrol staffing in three of the four patrol squads (squad A, squad B, and squad D, with squad C having five officers instead of six), it is not surprising to see a relatively balanced supply of patrol personnel throughout the day. Basic patrol deployment averages 6.4 officers per hour during winter weekdays. The department's minimum staffing per shift is one Sergeant and four officers. There are two distinct spikes in staffing during the day at 6:30 a.m. and 6:30 p.m.; these spikes represent the overlapping of the shifts during shift changes.

There is also a fifth squad, squad E, which is comprised of two K-9 officers and three problem-solving officers. The K-9 officers work 10:00 a.m. to 8:00 p.m., with one hour per day allocated to kennel time. The three problem-solving officers work a flexible schedule based on backfilling needs and special assignments. Command staff indicated that these positions use a substantial amount of time backfilling positions for the four primary squads when officers are assigned to training, sick, vacation time, or when injured. Therefore, K-9 officers and problem-solving officers are being used to answer CFS instead of engaging in their primary functions. Command staff estimated 25 percent of these positions' available time is utilized to backfill patrol positions in squads A, B, C, and D. This impacts strategic and proactive use of the K-9 officers and problem-solving officers. There are also two reserve officers assigned to patrol but who are required to work only 12 hours per month. During the winter time period, there is no category for added patrol resources in Figure 4-1.

Figure 4-1 displays in burnt orange the community-initiated work, in dark blue the police-initiated work, in magenta the out-of-service time, and in yellow the directed patrol. The out-of-service time included administrative activities to include: court, follow-up, meeting, training, vehicle maintenance, and off duty work. These activities averaged 43 minutes per day. Also included in out-of-service time were personal (averaging 30.5 minutes) and meal breaks (averaging 35.5 minutes). Out-of-service time appears to be managed well during the winter month for both weekdays and weekends.

The take-away from the situation presented in Figures 4-1 and 4-2 is that while the workload is manageable, it may be manageable because squad E is providing staffing support to the four primary squads, and squad E is thus not focused on its primary functions. Having squad E backfill for the primary squads may create the illusion that staffing levels are optimal.

The following figures reinforce this conclusion and indicate that this situation also occurs in other periods examined, including winter weekends, summer weekdays, and summer weekends.

FIGURE 4-3: Deployment and All Workload, Winter 2018, Weekends

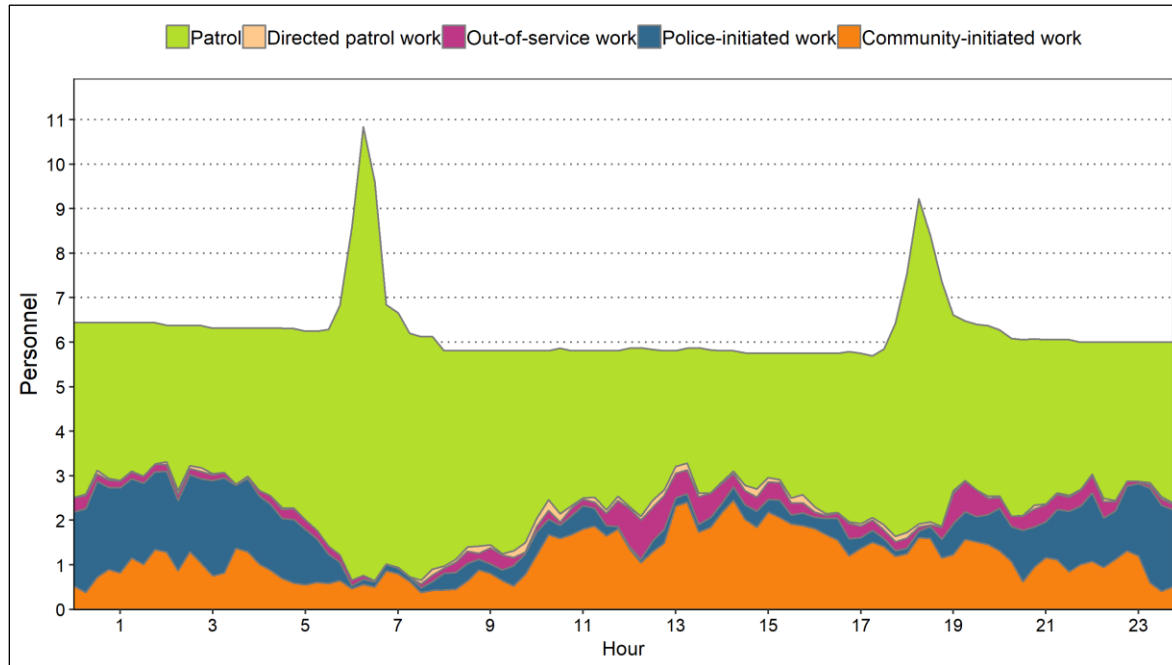
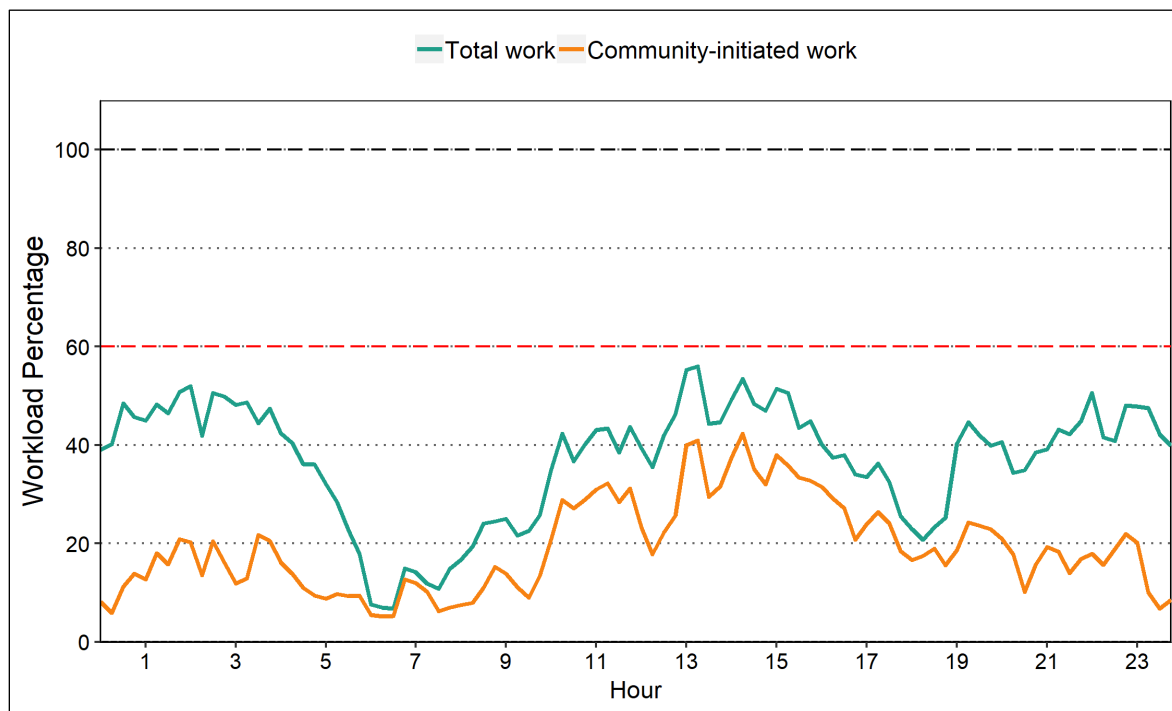


FIGURE 4-4: Workload Percentage by Hour, Winter 2018, Weekends



Workload v. Deployment – Weekends, Winter

Avg. Workload:	2.3 officers per hour
Avg. % Deployed (SI):	36 percent
Peak SI:	56 percent
Peak SI Time:	1:15 p.m. to 1:30 p.m.

Figures 4-3 and 4-4 present the patrol workload demands and SI for weekends in winter. The workload is high during several times during the day but does not exceed the 60 percent threshold. The SI ranges from a low of below 7 percent around 6:30 a.m. to a high of 56 percent at 1:15 p.m. to 1:30 p.m., with a daily average of 36 percent.

FIGURE 4-5: Deployment and All Workload, Summer 2018, Weekdays

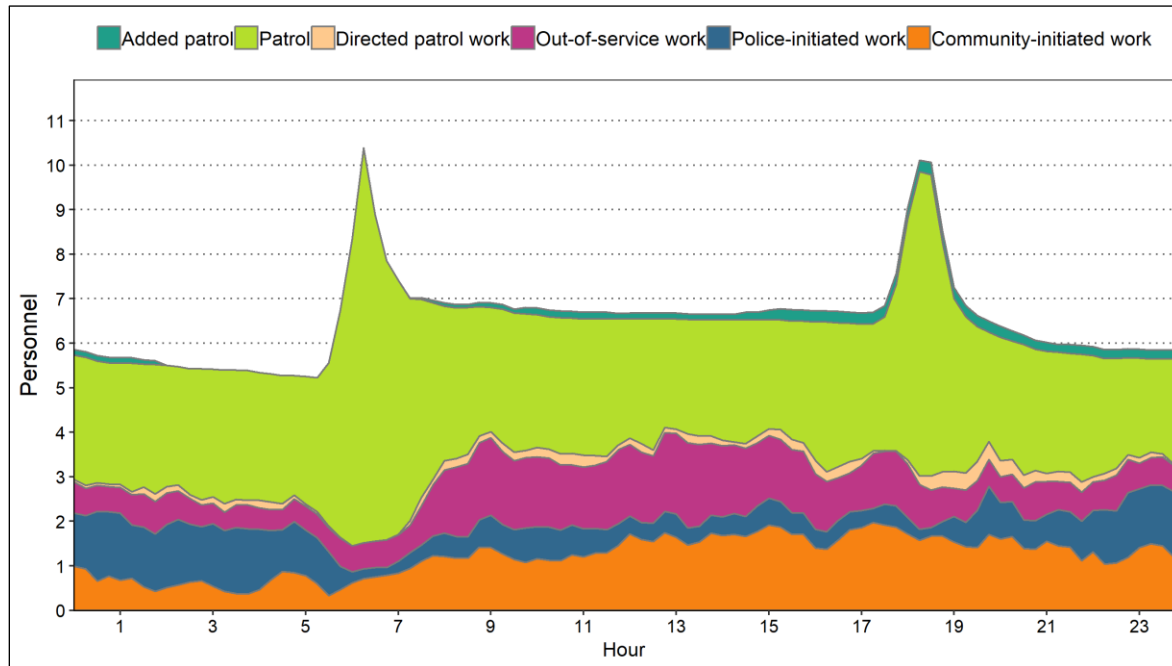
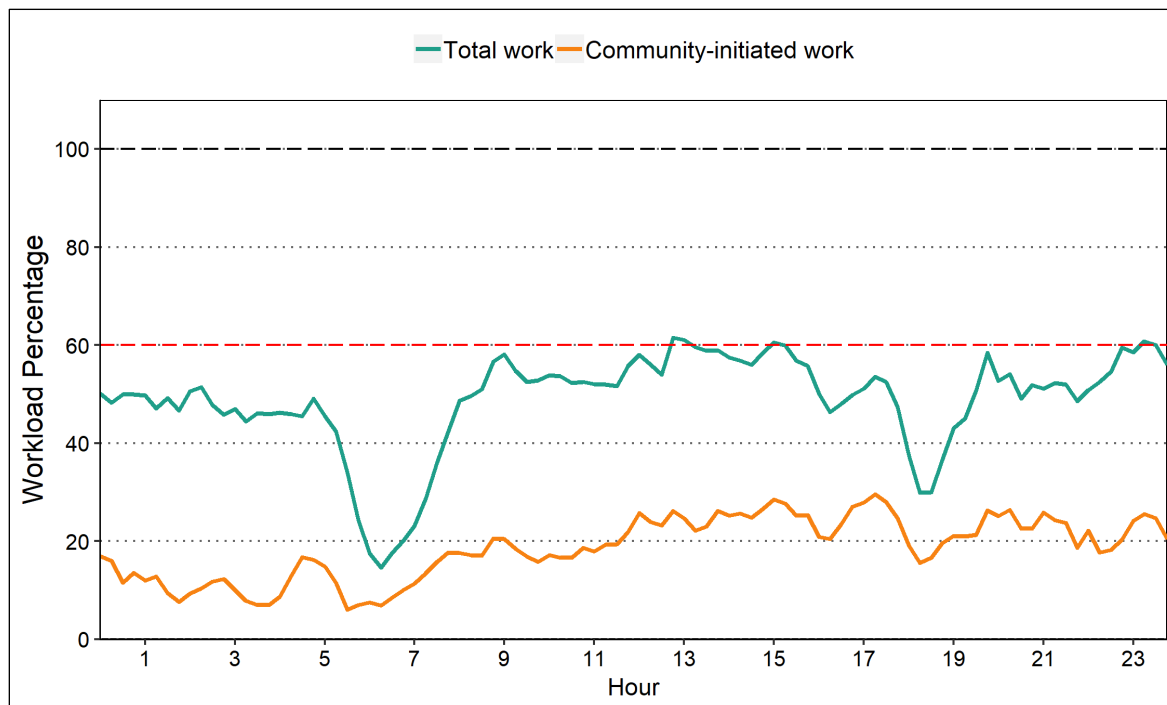


FIGURE 4-6: Workload Percentage by Hour, Summer 2018, Weekdays



Workload vs. Deployment – Weekdays, Summer

Avg. Workload:	3.1 officers per hour
Avg. % Deployed (SI):	48 percent
Peak SI:	62 percent
Peak SI Time:	12:45 p.m. to 1:15 p.m.

Figures 4-5 and 4-6 present the patrol workload demands and SI for weekdays in summer. The workload exceeds the 60 percent threshold during the day. There are also spikes in the workload that exceed 50 percent or more throughout the day. The SI ranges from a low of approximately 18 percent at 6:30 a.m. to a high of 62 percent at 12:45 p.m. to 1:15 p.m., with a daily average of 48 percent. In Figure 4-5, It should be noted that summer weekdays there is added patrol, which likely are the School Resource Officers (SROs).

FIGURE 4-7: Deployment and Workload, Summer 2018, Weekends

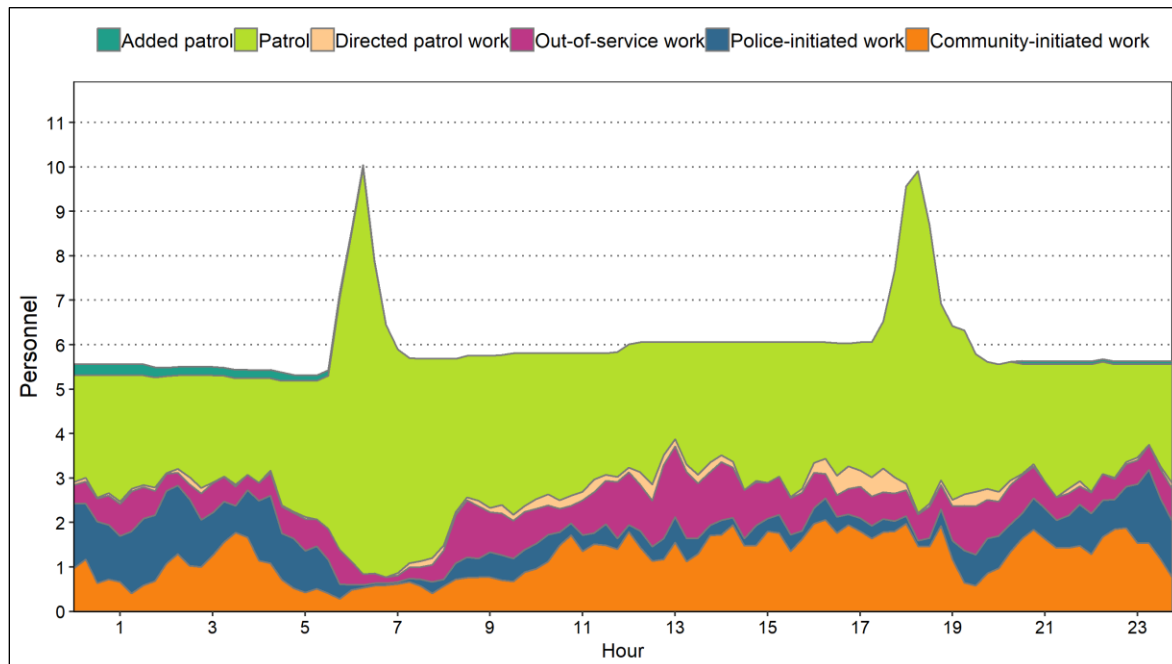
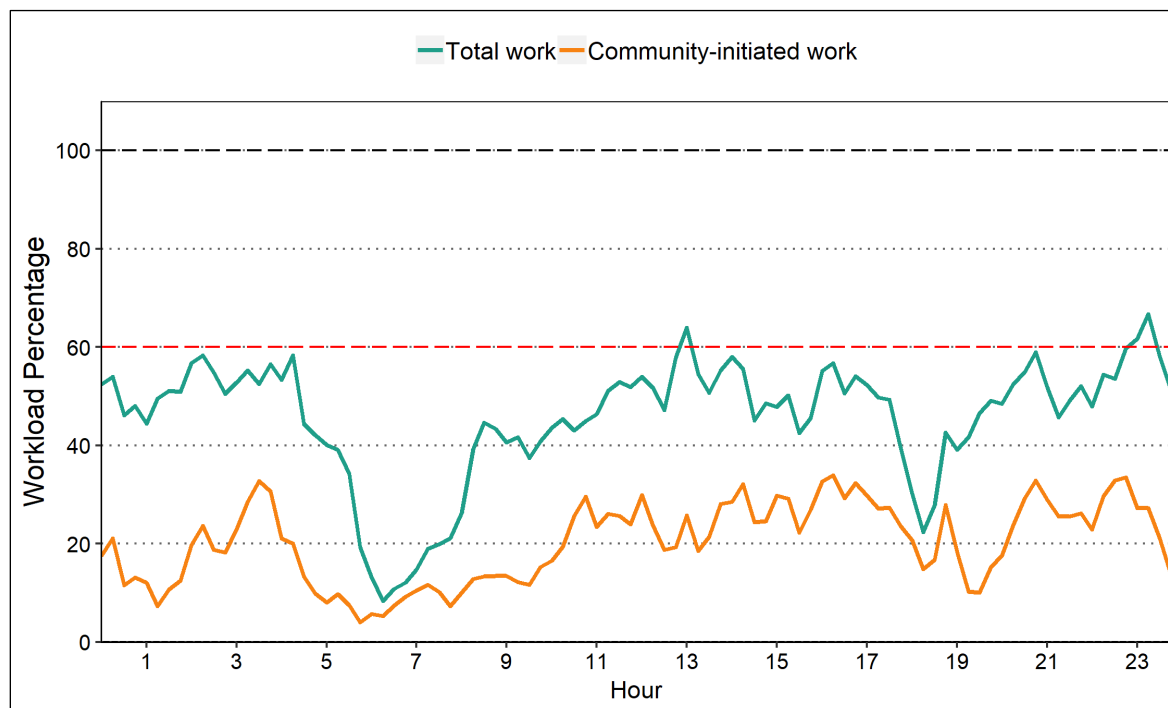


FIGURE 4-8: Workload Percentage by Hour, Summer 2018, Weekends



Workload v. Deployment – Weekends, Summer

Avg. Workload:	2.7 officers per hour
Avg. % Deployed (SI):	45 percent
Peak SI:	67 percent
Peak SI Time:	11:15 p.m. to 11:30 p.m.

Figures 4-7 and 4-8 present the patrol workload demands and SI for weekends in summer. The workload exceeds the 60 percent threshold at 11:15 p.m. to 11:30 p.m. The SI ranges from a low of about 9 percent at 6:30 a.m. to a high of 67 percent at 11:15 p.m. to 11:30 p.m., with a daily average of 45 percent. Summer weekends also had a small amount of added patrol, most likely the SROs.

Taking all of these interrelated elements together permits several conclusions with regards to the patrol function. First, the patrol function in Matthews has short periods of time when patrol is stressed. While workload rarely breaches the 60 percent threshold, the workload averages around 44 percent for the entire day. There is a low demand at 6:30 a.m., however, the demand throughout the day is somewhat high with an ebb and flow of CFS throughout the day. Consideration must also be given to the fact that squad E is not being utilized to its full potential and part of its work time is utilized to backfill the four primary squads. Additionally, as indicated in Table 4-2, the department's total service time for handling police-initiated CFS averaged 13.0 minutes, which is substantially lower than the average of 22.1 minutes. This could indicate the officers are hurrying to finish calls so as to be able to respond to the next one.

Table 4-4 summarizes the workload and deployment in the four periods analyzed by CPSM.

TABLE 4-4: Summary of Workload and Deployment, Summer and Winter Periods

	Winter Weekdays	Winter Weekends	Summer Weekdays	Summer Weekends	Average of All Time Periods
Avg. Workload: (Officers per hour)	2.5	2.3	3.1	2.7	2.65
Avg. % Deployed (SI):	39%	36%	48%	45%	44%
Peak SI:	53%	56%	62%	67%	59.5
Peak SI Time:	1:00 a.m. to 1:15 a.m. and 11:45 p.m. to midnight	1:15 p.m. to 1:30 p.m.	12:45 p.m. to 1:15 p.m.	11:15 p.m. to 11:30 p.m.	N/A

The information presented in the previous discussion can be used to estimate the appropriate level of staffing for patrol. This is determined by examining shift schedules within the context of the service demands as illustrated in Figures 4-1 through 4-8.

APPROPRIATE PATROL STAFFING

Current Patrol Staffing Model

Taking into consideration the demand for police services and the concept of the saturation index, appropriate levels of patrol staffing can be determined. The optimal level of patrol staffing will lead to the modeling of patrol schedules and act as the foundation for the staffing of the entire department.

The Patrol Division is commanded by a Captain. There are no Lieutenant positions. There are two reserve officers who are required to work 12 hours per month. They are not included in the staffing model as they are not full-time positions and a reserve position is a voluntary position in which the individual decides their availability to serve during a shift. There is also a civilian animal control officer position that is also not included in the staffing analysis because the position only handles CFS related to animals.

The MPD's main patrol force is scheduled in 12-hour shifts starting at 6:30 a.m. and 6:30 p.m. The work schedule is 84 hours per pay period and consists of a 14-day cycle with 2 days on, 2 days off, 3 days on, 2 days off, 3 days on and 2 days off. Each shift is led by a Sergeant. The number of sworn officers varies very slightly from squad to squad. Table 4-5 presents the combination of personnel assignments and days off that lead to various levels of patrol strength.

TABLE 4-5: Current Patrol Strength by Shift

Shift	Sgt.	Cpl.	Officer	Total
Squad A Days: 0630 x 1830	1	1	*6	8
Squad B Day: 0630 x 1830	1	1	6	8
Squad C Nights: 1830 x 0630	1	1	5	7
Squad D Nights: 1830 x 0630	1	1	6	8
Squad E: K9 1000 x 2000				
Squad E: Traffic Flex hours	1	0	4	5
Total	5	4	27	36

***Notes:** Unit 280 was listed in Squad A but the sworn position was still in the FTO program at the time of the site visit.

The above table does not include the Captain, as his position is not limited to CFS.

Staffing data provided during site visit on November 15 & 16, 2018.

The available literature on shift length provides no definitive conclusions on an appropriate shift length. A recent study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour shifts and found positive and negative characteristics associated with all three options.³ The length of the shift is secondary to the application of that shift to meet service demands.

The 12-hour shift poses advantages and disadvantages. On the positive side, the 12-hour shift requires fewer work appearances for officers and supervisors. Presumably, fewer appearances translates into a higher quality of life away from work. From an operational perspective, the 12-hour shift results in a greater percentage of officers working on any given day, thus more officers to deploy toward crime, traffic, disorder, and community issues at any one time. This shift also affords a tight unity of command with supervisors and officers working together each shift. This promotes better supervision and better esprit de corps among employees.

On the negative side, a 12-hour shift configuration with four equally staffed squads results in a constant and fixed level of patrol staffing throughout the day. Service demands vary, peaking in the evening hours and waning in the early morning hours. With a constant supply of personnel and a variable demand for their services there will always be either a surplus or shortage of resources. Also, with a four-squad configuration a "silo" effect is often created. The natural rotation of this shift configuration creates four separate squads that do not interact often, thus creating personnel "silos." Similarly, it is difficult to communicate between the "silos" and between the squads and the executive management of the department.

In its totality, however, the patrol shift schedule in the MPD is efficient, but under-resourced. The best possible shift configuration appears to be the 12-hour shift plan while adding two Lieutenants; one Lieutenant would cover squads A and B (day shift) and one Lieutenant would cover squads C and D (nights). The Lieutenants would have flexible days to rotate to facilitate coverage of all squads. Additionally, under this proposal, one police officer each would be added to squads A,B, and D, and two officers added to squad C.

Role of Lieutenants and Stratified Policing Model

The Lieutenant positions would ensure increased accountability and the ability to provide proactive strategies. For example, the Lieutenants would be responsible for the oversight of how

3. Karen L. Amendola, et al, *The Shift Length Experiment: What We Know about 8-, 10-, and 12-hour Shifts in Policing* (Washington, DC: Police Foundation, 2012).

data from crime analysis is utilized to implement proactive crime reduction and prevention strategies with targeted application in high-crime areas. Essentially, the two Lieutenant positions would facilitate the institutionalization of the Stratified Policing Model. The goal of the Stratified Policing Model is to implement effective crime reduction strategies, using problem solving, analysis, and accountability processes to reduce crime and disorder. In the Stratified Policing Model, responsibility for resolving problems is correlated to rank and the complexity of the problem. With the support of crime analysis data, it can be determined if the complexity of the problem is an incident, repeat incident, pattern, or problem. The complexity of the problem determines what rank and resources will be needed to address the problem.

Currently, in the Matthews Police Department, the Sergeants represent the highest level of responsibility for problem solving because there are no Lieutenants and the Captain is involved in the administrative aspects of managing the patrol function. Therefore, accountability and efficiency for problem solving is limited due to the rank structure. Sergeants are tasked with daily supervision of the officers, the availability to assist in answering calls for service, and other personnel-related responsibilities; however, they are not supported by the availability of a rank such as a Lieutenant that could be geographically responsible for developing goals and objectives for crime reduction strategies. These goals and objectives differ from a three- to five-year department-wide strategic plan. The Lieutenants would play a substantial role in creating the crime reduction goals, success indicators, baseline data (initial measurement of success), target (desired level of success), strategies, and performance indicators (outcomes).

From a supervisory perspective, if the Sergeant is not available due to being tied up on a CFS, vacation time, sick time, or training time, with Lieutenants in place a Corporal would not be the only supervisor available. The rank of Corporal is valuable as it enables an officer to learn basic supervisory skills, but should not be the sole supervisor on a shift. The rank of Lieutenant would add more accountability for supervision of staff and some administrative processes. The Lieutenants could conduct follow-up to ensure staff is attending training and showing up for court, and the Lieutenants could manage and monitor: the inventory of 288 radios, which includes 100 fire radios, 178 police radios, and 10 public works radios; fleet inventory including vehicle maintenance schedules; overtime; review of in-car video; and management of grants that are assigned to patrol. They could also research availability of grants, and write grants, especially with a focus on traffic or new initiatives. Also, the Lieutenants could manage the scheduling of special events. The Captain provided a listing of special events for 2018 and which showed numerous events occurred each month and required the assignment of personnel for security. The Lieutenants could oversee the field training program, and could provide more consistent roll call training on policies, property and evidence control, updates on technology, and other appropriate roll call training topics. The department does not currently have a career development program and the Lieutenants could work on instituting one for patrol officers.

The rank of Lieutenant would assist in completing some tasks currently assigned to the Captain. The Lieutenant positions could manage the two squads assigned to them both operationally and administratively and reduce the burden of tasks currently assigned to the Captain. Moreover, the Lieutenants would have geographical responsibility for crime reduction by working closely with crime analysis, provide strategic short-term and long-term crime reduction strategies, oversee the evaluation of the crime reduction strategies, and provide organizational accountability structure through daily, weekly, monthly strategy meetings. It is important to note that, "Because long-term programs are more complex and require a more complex analysis and response, as indicated in the Stratified model, mid- and upper-level managers (e.g., Lieutenants and Captains) are assigned the responsibility of overseeing long-term crime reduction activities and thus would be provided the crime analysis packet. Although it is likely that the manager will subsequently delegate some aspects of the problem-solving process, the

manager should be directly involved with analytical and response decisions, as well as ensuring that the work is ongoing and being conducted in a timely manner" (A Police Organizational Model for Crime Reduction: Institutionalizing Problem Solving, Analysis, and Accountability, Community Oriented Policing Services, U.S. Department of Justice, 2015, pg. 31). Currently, MPD does not have the organizational structure to support the ideology of the Stratified Policing Model. Therefore, that is why CPSM is recommending adding two Lieutenant positions to patrol.

Changing the Staffing Model

CPSM's primary concern from a workload-staffing standpoint is that squads A, B, C, and D are under-resourced and squad E is being used to support the staffing levels of the other squads. Therefore, there is no true relief factor for the patrol squads. Furthermore, using Squad E as a relief factor has an impact on that squad's primary duties of problem solving, which includes targeted problem solving, special assignments, limited traffic enforcement, and K-9 responses. Therefore, by adding one officer each on squads A, B, and D, and two officers on squad C, the four officers assigned to squad E could focus on their primary duties of problem solving.

The two officers assigned to squad E are responsible for targeted problem solving to include limited traffic enforcement and investigation, and are trained in crash reconstruction, DRE, Intoxilyzer breath alcohol analyzer system, and also are motor officers. Statistics were provided for the entire department's warnings, citations, number of accidents, and DWIs. While this information is helpful, it does not parcel out the workload of the two problem-solving officers when it comes to traffic enforcement. More importantly, the problem-solving officers would benefit from a more focused and proactive approach. Yet, this is difficult to accomplish if they are being utilized to backfill other squads.

In general, traffic safety is improved by the rigorous application of the three "E's": enforcement, education, and engineering. The MPD, and the community, would be better served if grant funding was available to fund officers with the specific duty of traffic enforcement. Squad E is currently used for problem solving and backfilling patrol positions and performs limited traffic analysis.

The department does conduct a city-wide analysis of crash reports. A review of the locations with the highest number of crashes shows that attention needs to remain focused on the intersections of E. Independence Blvd, Hwy 51/Matthews Township Pkwy, and John Street. Speed and inattention while approaching these intersections or moving with stop and go traffic are considered major contributing factors to a high number of accidents. Crashes involving impact at an angle were the second highest cause of accidents, followed by crashes that were sideswiped in the same direction. While this information can be used currently to target enforcement at specific locations, officers might be obtained through grant funding to focus more heavily on the three "E's" of traffic enforcement: enforcement, education, and engineering. Grant-funded traffic officers could also focus on education programs to increase traffic safety and reduce accidents. Therefore, if the department obtains grant funding to support a full-time traffic unit, and it adds one officer each to squads A, B, and D, and two officers to squad C, it could redirect the focus of Squad E back to problem solving.

A goal of the department is to get six officers in patrol trained to perform minor crime scene processing. Currently, patrol officers only take photographs when processing a crime scene. The detectives are responsible for all other processing of crime scenes. With the additional staffing, the department should strive to have three officers per squad (A-D) trained to process minor crime scenes. This would help reduce the workload of the Criminal Investigations Division; as well, current-day policing practices call for patrol officers to process minor crime scenes when departments do not have Forensic Units.

Response times may improve with the additional staffing. CPSM also recommends that the department review the deployment of staff within each district. The populations served in the North, Middle, and South districts have significant differences in population and this situation should be reviewed for districting. Table 4-6 displays the recommended patrol strength as discussed above.

TABLE 4-6: Recommended Patrol Strength by Shift

Shift	LT.	Sgt.	Cpl.	Officer	Total
Squad A Days: 0630 x 1830	*1	1	1	7	10
Squad B Day: 0630 x 1830		1	1	7	9
Squad C Nights: 1830 x 0630	*1	1	1	7	10
Squad D Nights: 1830 x 0630		1	1	7	9
Squad E: K9 1000 x 2000					
Squad E: Traffic Flex hours	0	1	0	4	5
Total	2	5	4	32	43

***Note:** The Lieutenants' schedules would have flexible work days to cover both squads. One lieutenant would be responsible for the day shifts and the other lieutenant would be responsible for the night shift. Both lieutenants would have flexible schedules with rotating days.

The above recommended patrol staffing by shift was created by CPSM using data from the workload analysis. The Matthews Police Department conducted its own projected staffing levels based on relief factors. The department's analysis is included in this report, as it provides documentation for the need for additional staffing allocated to patrol. Following is a discussion of how the department calculated the relief factor analysis.

- **Earned Vacation Time:** There are five officers assigned to each patrol squad (not including supervisors). Patrol officers work 84 hours per work period and earn 101 hours of vacation each year. This equates to 8.5 days a year per officer. Thus, 5 officers x 8.5 days = 42.5 days each year per squad.
- **Earned Sick Time:** There are five officers assigned to each patrol squad (not including supervisors). Multiply 3.88 hours by 26 weeks resulting is 101 hours of sick time per year per officer. That equates to 8.5 days a year. Thus, 5 officers x 8.5 days = 42.5 days per year per squad.
- **Training Time:** Sworn members are required to attend 34 hours per year of state-mandated in-service training, plus 10 hours for which the Chief must identify the topics. This equates to 44 hour of state-mandated training per officer. Thus, 44 hours /12 months = 3.6 hours a month per officer. However, this time is not sufficient to cover all the specialty (SRT, CED, Management) training that officers attend each year. Last year, MPD provided more than 2,900 hours of additional training, agency-wide, to its officers. That equates to an additional 49 hours of training a year per officer (49 hours/12 = 4 days of additional training per officer per month). To be equitable, some training can be accomplished during the shift and not require off-time for state-mandated training. Currently, the department is using overtime to accomplish the Chief-selected training topics that meet state mandates. If the department were to split the difference and accomplish half the training on schedule adjustments, as is the current practice, the department can reduce the impact on minimum staffing and additional staffing levels. If we identify only the state-mandated training hours needed for accomplishing qualifications and the 10 hours of the Chief's choice training as the time taken away from the squad, that would equate to two days off. Thus, 2 days x 5 officers = 10 days per squad.

- **Days Off Per Week, Plus Holidays, Per Year:** Patrol works 12 hour shifts and averages 15 days of work per month and 15 days off a month, which equates to 3.5 days off a week. Each employee is provided 11 holidays and one floating day per year. Thus, 3.5 days off per week x 52 weeks per year + 12 holidays x 5 employees = 970.
- Calculation for average number of days off per employee per year: $42.5 + 42.5 + 10 + 970 = 1,065 / 5 \text{ officers} = 213 \text{ days per officer}$.
- Calculation for the number of working days per year, by subtracting the average number of days off from 365 days per year: $365 - 213 = 152 \text{ working days per officer}$.
- Divide the number of days in a year by the number of working days to calculate the relief factor per squad: $365 / 152 = 2.4$.
- Multiply the number of staff needed to occupy critical positions (minimum staffing to cover beat assignments is four) by the relief factor to obtain the number of total staff needed for patrol: $\text{Four squads} \times 2.4 = 9.6 \text{ officers per squad}$.

The Chief recognizes the budget constraints and issues that arise when trying to achieve proper relief factors. The Chief recommends an incremental approach and some incorporation of an average relief factor used in business of 1.54. Therefore, while the Chief utilized a relief factor approach to staffing and CPSM utilized a workload approach to project staffing, the Chief's recommendation aligns with CPSM recommendations, which is an increase in patrol officers.

TECHNOLOGY ON PATROL

The MPD equips each patrol vehicle with a wide array of technology that is on par with industry standards in this regard. Each marked patrol vehicle is equipped with a mobile digital terminal capable of accessing the CAD and RMS systems.

Vehicles are also equipped with electronic ticket printers and most officers can access radar speed detection. Each car is also equipped with a heavy-weapons rack and officers can have such weapons mounted inside the vehicle. Each car also is equipped with an automated external defibrillator (AED).

Patrol units are also equipped with audio-video systems, and each officer is equipped with a body-worn camera (BWC). In an effort to promote transparency of police operations and foster and improve trust between the police and the community, departments across the country are deploying body-worn cameras on their officers. Although the technology is in its infancy, research into the use of BWCs has already shown that officers wearing BWCs use less force, get fewer complaints, and improve the overall satisfaction with police-community encounters (for both the officers and the community). This is a wise use of technology.

One piece of important equipment is missing from the department's arsenal: automatic license plate readers (LPRs). Recent research has shown that license plate readers are very effective tools for apprehending auto thieves and recovering stolen vehicles. They cost around \$20,000 to \$25,000 per device, and can check license plates almost ten times faster than an officer manually checking license plates, and can result in double the number of arrests and recoveries of stolen vehicles.⁴ Agencies that employ LPR technology report that over the next five years they plan on increasing the deployment of these devices to equip approximately 25 percent of

4. Police Executive Research Forum study of LPR effectiveness in the Mesa, Ariz., police department.

their patrol cars. It is strongly recommended that the MPD implement this technology and install an LPR in one marked patrol car assigned to each shift.

CPSM observed that the vehicles did not have GPS for tracking each patrol car, but the portable radios did have GPS trackers. GPS is an excellent officer safety tool, and also enhances the ability of dispatch to track the locations of patrol units. Additionally, it is a helpful tool for supervisors to view the location of their personnel. CPSM recommends installing GPS in all patrol vehicles and ensuring GPS tracking is performed by the Communications Center.

Recommendations:

- It is recommended that the staff complement for basic patrol deployment should be two lieutenants, five sergeants, four corporals, and 32 police officers, as illustrated in Table 4-6. (Recommendation No. 1.)
- Deploy a license plate reader (LPR) in one patrol vehicle per shift. (Recommendation No. 2.)
- Install GPS in all patrol vehicles, with integration into dispatch. (Recommendation No. 3.)
- CPSM recommends that the department review the deployment of staff within each district. The populations served in the North, Middle, and South districts have significant differences; the department may want to review deployment by district in an effort to improve response times. (Recommendation No. 4.)

SPATIAL REPRESENTATION OF DEMAND

The figures presented previously (Figures 4-1 through 4-8) provide a thorough examination of the service demands placed on the MPD during different times of the day and week. In addition to these “temporal” demands, it is also possible to illustrate the “spatial” demands on the MPD. Examining the spatial demands permits the exploration of where incidents are occurring.

CPSM generated maps using the CFS data extracted from the CAD system; the maps illustrate problem areas in the town using one year of data. The goal in this section is to illustrate problematic locations in the community and the need to develop specific strategies around those locations.

As can be seen in Figures 4-9 and 4-10, there are several distinct incidents “hot spots” in the community. It is clear that retail, commercial, and traffic conditions command a great deal of attention from the MPD. There are a number of discernible hotspots in retail and commercial locations throughout the city. This comes as no surprise as these areas are vibrant and well-traveled part of the community and presumably would demand a large share of attention from the police department.

Each one of the actual “hot spots” in the community should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, the conditions present at those locations. Undoubtedly, these locations receive the lion's share of attention from patrol officers in the department, and consideration should be given to formulating a deliberate plan to deal with these locations in a proactive fashion.

The community resource officer could play a major role in implementing crime prevention strategies and target hardening to reduce CFS in the retail and commercial hot spots. The role of the community resource officer will be discussed in detail in the Investigations Division section of this report.

Shoplifting is just one type of assignment that is related to these locations. Undoubtedly, there are numerous disputes, traffic conditions, and thefts from vehicles in the parking lots. The heat maps point to distinct locations that attract a substantial amount of activity from the MPD.

MPD should create a specific strategic plan for these “hot spot” locations. All of the operational resources—patrol, investigative, etc.—should be brought to bear on crime and disorder at these locations. Shoplifting could just be a simple juvenile prank, and it could be part of an organized ring of retail and identity theft. Police departments across the country are seeing a growing trend of gang involvement in retail and identity theft, as well as auto larceny in the vicinity of commercial hubs. A more coordinated and strategic approach to this condition is warranted. It will have an impact on reducing crime and be a better use of scarce patrol resources.

Earlier in this report, the additional patrol staffing was discussed, which included adding two lieutenants to monitor the shifts and create and guide strategic planning. While a community resource officer could provide crime prevention education and target hardening to retail and commercial businesses, the additional patrol officer position for squads A, B, and D and two positions for squad C would enable additional resources to be assigned to the “hot spots.” Officers could provide high-visibility patrol in these areas, identify and track recidivist offenders, follow-up on open investigations, conduct targeted enforcement on motor vehicles used in these offenses, as well as employ a variety of tactics identified by the MPD that might have an impact on crime at these locations. With the appropriate resources, the Lieutenants could develop and implement a strategic plan and be held accountable for the success of that plan. This same approach could be applied to other areas of importance as well, such as safety and security in parks, bike paths, traffic safety, community policing, etc. The maps, therefore, become a tool to focus the department on where the problem areas are, and the commanders become the tool to develop and implement the strategic plan to address these problems.

FIGURE 4-9: Spatial Representation of Crime CFS (Red > 30 Crime CFS)

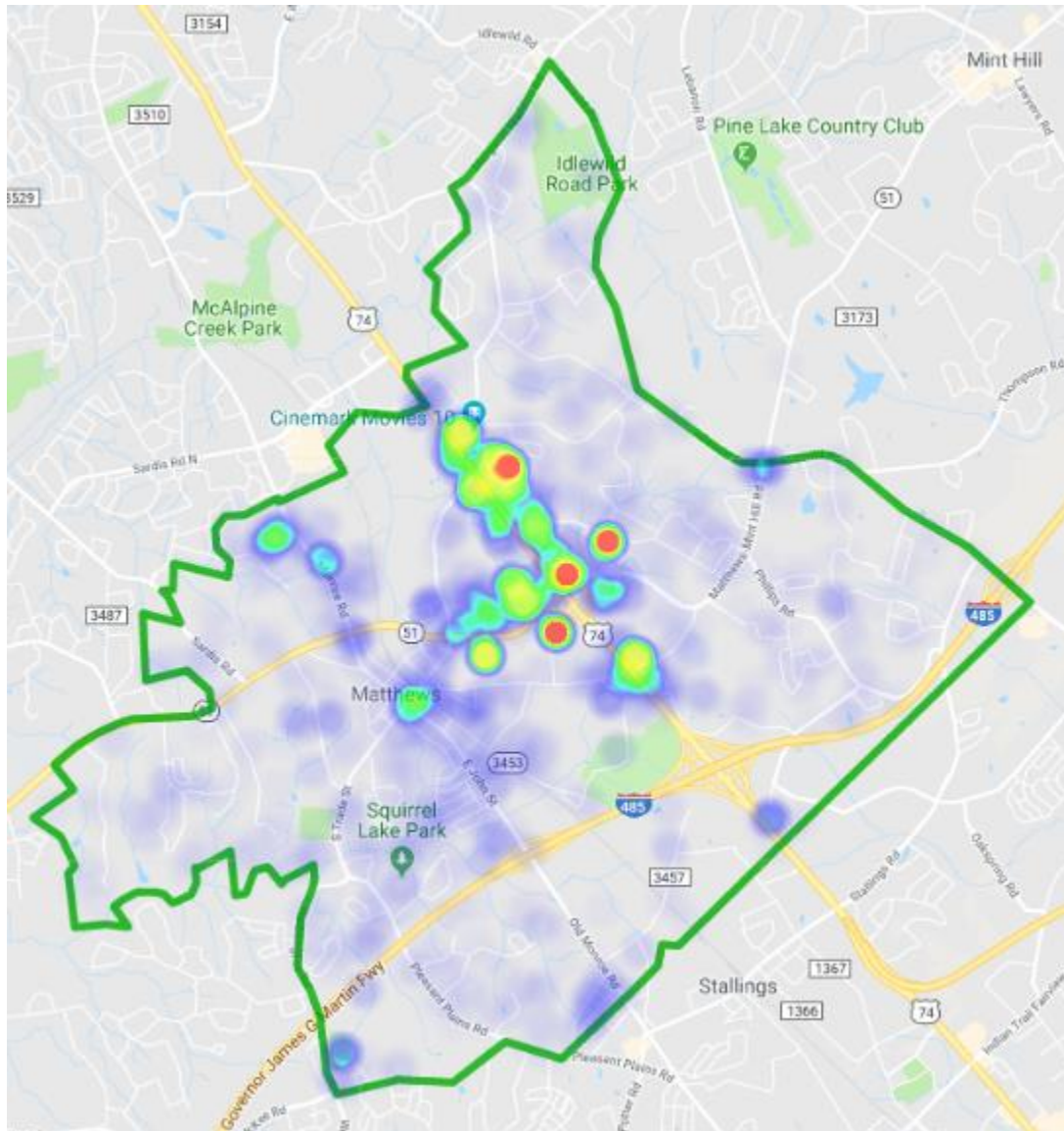


FIGURE 4-9 KEY: Crime CFS Runs, Location, and Place

RUNS	LOCATION	PLACE
78	9617 E INDEPENDENCE BLVD	KOHL'S
59	1900 MATTHEWS TWP PKWY	TARGET
36	10530 NORTHEAST PKWY	WORLD MARKET
33	2109 MATTHEWS TWP PKWY	BEST BUY
27	1500 MATTHEWS TWP PKWY	PRESBYTERIAN HOSPITAL (NOVANT MEDICAL)
25	1603 MATTHEWS-MINT HILL RD	MICROTEL INN
24	9211 E INDEPENDENCE BLVD	IN TOWN SUITES/EXTENDED STAY
23	9609 E INDEPENDENCE BLVD	RUE 21
21	1837 MATTHEWS TWP PKWY	HOME DEPOT #3602
21	9615 INDEPENDENCE POINTE PKWY	HAMPTON INN
18	1801 WINDSOR SQUARE DR	SAM'S CLUB
16	1811 MATTHEWS TWP PKWY	HARRIS TEETER #157
16	9623 E INDEPENDENCE BLVD	SUBWAY (FIRST ALBERN)
15	2115 MATTHEWS TWP PKWY	LOWES HOME IMPROVEMENT
15	10101 E INDEPENDENCE BLVD	MONKEY JOES PARTIES & PLAY
14	3127 WEDDINGTON RD	SISKEY YMCA
14	1201 CREWS RD	POLICE HQ*
13	2001 MT HARMONY CHURCH RD	COUNTRY INN & SUITES
13	1813 MATTHEWS TWP PKWY	STEIN MART #97
12	9253 E INDEPENDENCE BLVD	IHOP #492
12	1305 MATTHEWS TWP PKWY	CVS PHARMACY/#4299
11	9330 E INDEPENDENCE BLVD	CRACKER BARREL
10	100 E JOHN ST	PETRO EXPRESS/KANGAROO
10	9607 E INDEPENDENCE BLVD	MCDONALDS/MATTHEWS

FIGURE 4-10: Spatial Representation of Other CFS (Red > 100 CFS)

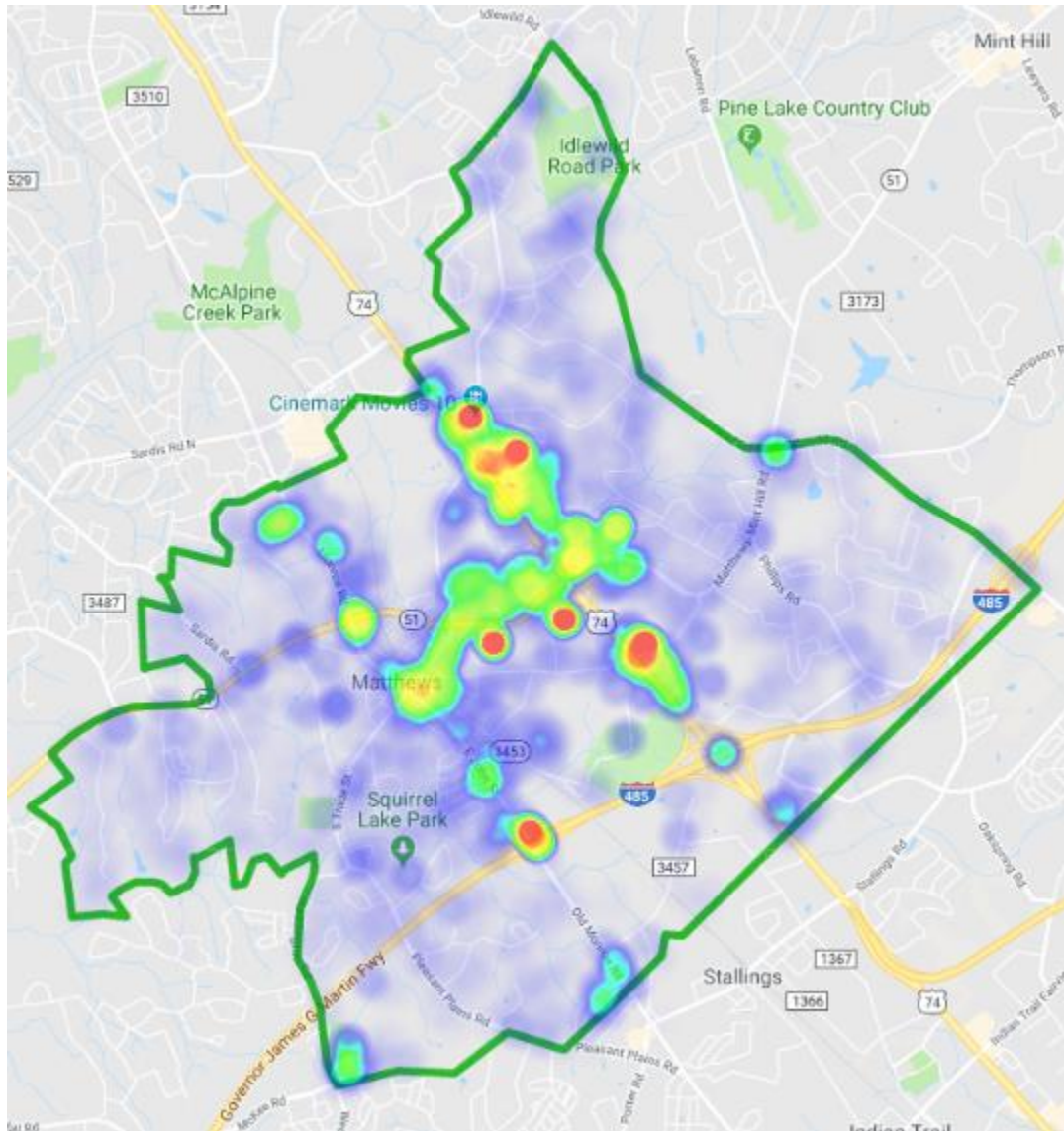


FIGURE 4-10 KEY: Other CFS Runs, Location, and Place

RUNS	LOCATION	PLACE
234	1201 CREWS RD	POLICE HQ*
155	1500 MATTHEWS TWP PKWY	PRESBYTERIAN HOSPITAL (NOVANT MEDICAL)
127	9211 E INDEPENDENCE BLVD	IN TOWN / EXTENDED STAY HOTEL
126	1900 MATTHEWS TWP PKWY	TARGET
121	E JOHN ST & I-485 RAMP	NA
102	9617 E INDEPENDENCE BLVD	KOHL'S DEPARTMENT STORES INC
100	1603 MATTHEWS-MINT HILL RD	MICROTEL INN
90	2109 MATTHEWS TWP PKWY	SYCAMORE COMMONS
84	E JOHN ST & S I-485 INNER HWY	NA
82	10530 NORTHEAST PKWY	WORLD MARKET
79	MATTHEWS TWP PY & W JOHN ST	SELECT STAINLESS
78	E INDEPENDENCE BV & SAM NEWELL	NOVANT HEALTH URGENT CARE
77	E INDEPENDENCE BV & MATTHEWS-MINT HILL RD	WENDY'S
77	2125 MATTHEWS TWP PKWY	COSTCO
75	1700 WINDSOR SQUARE DR	WINDSOR SQUARE
67	9623 E INDEPENDENCE BLVD	VISION WORKS/#368
51	10101 E INDEPENDENCE BLVD	MONKEY JOES PARTIES & PLAY
50	100 E JOHN ST	ZABS PLACE (LUBAVITCH OF NC)
50	1811 MATTHEWS TWP PKWY	PNC BANK (ATM HARRIS TEETER)
49	2233 MATTHEWS TWP PKWY	SWEET FROG
49	100 E JOHN ST	PETRO EXPRESS/KANGAROO
49	9607 E INDEPENDENCE BLVD	MCDONALDS/MATTHEWS
49	1837 MATTHEWS TWP PKWY	MATTHEWS FESTIVAL SHOP CTR
48	9609 E INDEPENDENCE BLVD	RUE 21

**FIGURE 4-11: Spatial Representation of Accident CFS (2,348 Total Runs),
(Red > 30 CFS)**

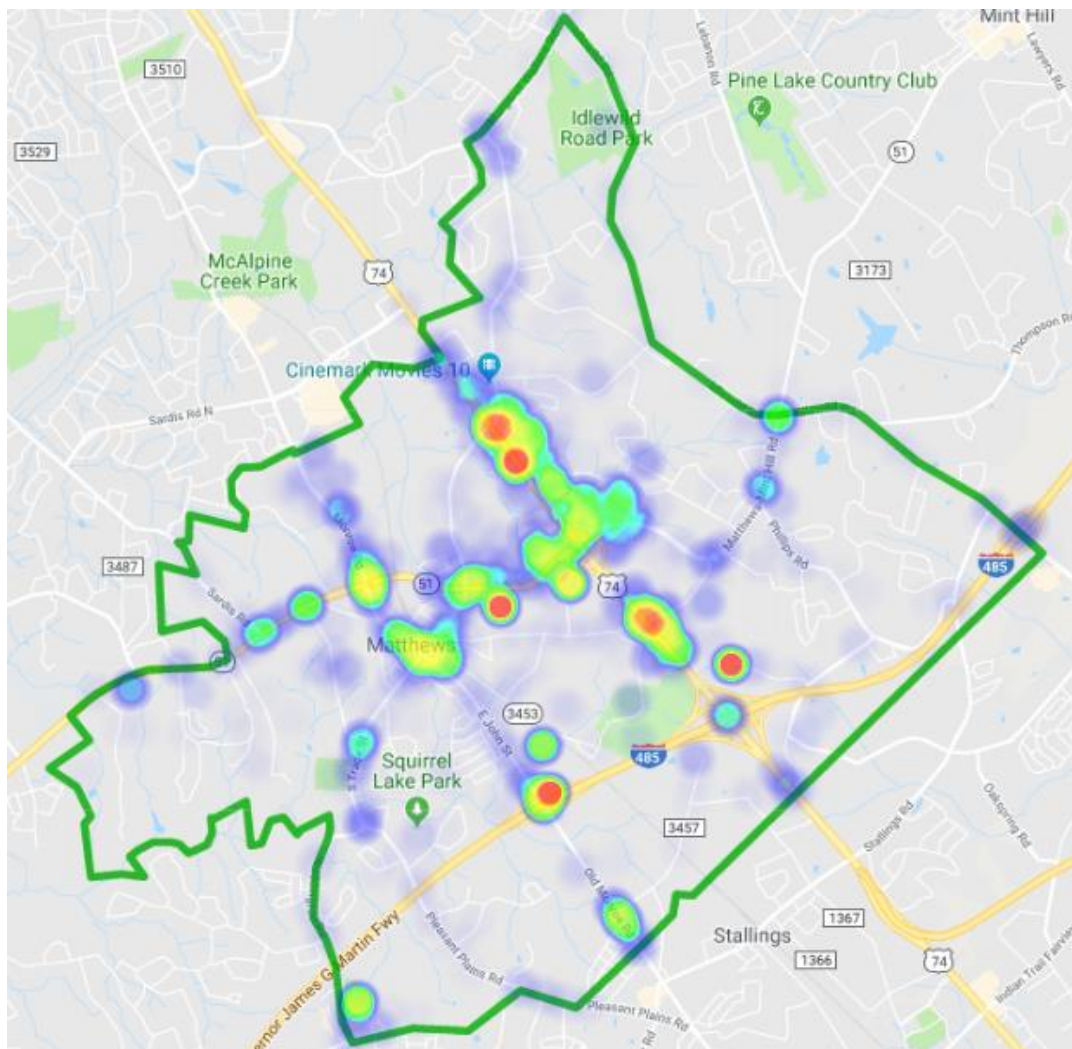


FIGURE 4-11 KEY: Accident Runs and Location

RUNS	LOCATION
58	E JOHN ST & I-485 RAMP
38	E INDEPENDENCE BV & WINDSOR SQUARE DR
36	E INDEPENDENCE BV & I-485 RA
32	1500 MATTHEWS TOWNSHIP PKWY
28	1900 MATTHEWS TOWNSHIP PKWY
25	3127 WEDDINGTON RD
23	E JOHN ST & S I-485 INNER HY
23	9607 E INDEPENDENCE BLVD
22	11315 E INDEPENDENCE BLVD
21	E INDEPENDENCE BV & SAM NEWELL RD
21	10101 E INDEPENDENCE BLVD
19	301 E JOHN ST
18	E INDEPENDENCE BV & MATTHEWS-MINT HILL
18	1811 MATTHEWS TOWNSHIP PKWY
18	1801 WINDSOR SQUARE DR
17	E JOHN ST & MORNINGWOOD DR
17	2125 MATTHEWS TOWNSHIP PKWY
17	11425 E INDEPENDENCE BLVD
16	SAM NEWELL RD & E INDEPENDENCE BV
16	2109 MATTHEWS TOWNSHIP PKWY
16	11208 E INDEPENDENCE BLVD
15	WINDSOR SQUARE DR & E INDEPENDENCE BV
15	MONROE RD & MATTHEWS TOWNSHIP PY
15	2115 MATTHEWS TOWNSHIP PKWY
15	1145 PINEVILLE MATTHEWS RD

ANIMAL CONTROL UNIT

This unit is comprised of one civilian; the position's work hours are Monday through Friday from 0715 to 1515 hours. The job responsibilities for this position are responding to CFS involving animals to include dogs, cats, snakes, and other wildlife. The CFS include rabid animals, nuisance wild animals, animal abuse, and animal bites. According to MPD data analysis, the department responded to 677 animal CFS in 2016 with 54 CFS resulting in animal investigations for bites or neglect, 758 CFS with 61 animal investigations in 2017, and 592 CFS from January to October in 2018 with 52 animal investigations. When the MPD animal control officer is not available for CFS, MPD contracts with the Charlotte Mecklenburg Animal Control Unit to respond to the scene. The Animal Control Unit (officer) does not appear on the organizational chart. This position needs to be added to the organizational chart.

Recommendation:

- The Animal Control Officer position needs to be added to the MPD organizational chart. (recommendation No. 5.)

S.R.T./CRISIS NEGOTIATION TEAM

MPD participates in a multijurisdictional Special Response Team (S.R.T) with two other jurisdictions located in the southern part of the county. The S.R.T. was implemented in 2002. The team has 17 members, with The town of Matthews contributing 10 members, the Town of Pineville contributing 7 members, and currently the Town of Mint Hill has no members assigned to the team. An interlocal cooperation memorandum of understanding with detailed articles exists among the three jurisdictions.

The commander of the S.R.T. is selected by the three police chiefs of the represented towns. Currently, a Captain from MPD is the commander of the S.R.T. The Captain's role as S.R.T. commander includes: command and control of the team and negotiators; coordinating the selection, training, and evaluation of the team; planning, implementing, executing, and managing all tactical intervention plans; evaluating the performance and readiness levels of all team members; conducting debriefings; coordinating all administrative affairs of the unit; and providing tactical leadership for all S.R.T. activities.

The team has breaching capabilities and snipers. There is no specialty pay for being a member of S.R.T.; however, team members receive pay for call-outs.

General Order 10.01 governs the S.R.T. composition and structure, team responsibilities, selection criteria, training standards, activation and deployment process, rules of engagement, after-action debriefing, documentation and reporting, standard safety equipment, and specialized equipment.

The general order states the minimum requirements for consideration for the team, which are: two years of experience in law enforcement and/or military experience; not on probationary status; psychologically and physically fit for the assignment; ability to remain focused for extended periods of time; thorough knowledge of state laws and ordinances; thorough knowledge of department policy, rules, and regulations; available for call-outs; history of responding well to supervision; demonstrated ability of being self-disciplined; and knowledge of the use and operations of firearms.

The policy states, "The fitness standards will be developed by the SRT Commander and the Department's Lead PT Instructor and approved by the Chief of Police. Some of the skills assessed may include running sprint distances, long distances (1.5-mile run), push-ups, sit-ups, vertical leap, max bench press, stair steps and obstacle-type courses. The standards will be developed and presented to team members and candidate team members prior to any assessment. A score in the range of "GOOD" or above the 60 percent mark is mandatory for all team members" (General Order 10.01.5, Personnel: Minimum Requirements & Selection). The general order should present a more detailed account of the fitness testing and marksmanship to include the exact exercises, number of repetitions, firearms course for qualifications, and an explanation of scoring.

The policy states that "Psychological evaluation may be conducted to assess the candidate's suitability for the duties and responsibilities of this assignment" (General Order 10.01.5.B.6). CPSM recommends that all tactical operators and negotiators be psychologically screened upon

selection. The National Tactical Officers Association notes most selection processes consist of an application, job-related physical proficiency test, oral interview, background investigation, and assessment of mental stability. MPD should consider adding psychological screening for all candidates who are selected as tactical operators and negotiators.

The general order also does not discuss how many training hours a month are required for the members of the S.R.T. The National Tactical Officers Association recommends monthly 16- to 40-hour critical skills maintenance based upon mission capabilities and current operational tempo. The general order needs to specifically state how many training hours are conducted each month. The commander of S.R.T. advised that members attend a Basic S.R.T. course conducted either by the department or through the local academy. Furthermore, the snipers train with Charlotte Mecklenburg PD, Monroe PD, and the DEA. The general order should also state that tactical operators will not participate in call-outs until they complete the Basic S.R.T. course.

A detailed training calendar should be created indicating dates for training, number of training hours, topics to be trained on, assigned instructors, and locations for the training.

General Order 10.01, Section 4, indicates that the team consists of crisis negotiations, however, the commander indicated that three officers were trained to be negotiators but did not join the team. The commander indicated that a tactical operator with an injury may become a negotiator. The general order does not contain the minimum standards for a candidate, nor the selection process or training for negotiators. Furthermore, it does not indicate if psychological testing is part of the process for the selection of negotiators. This information needs to be included in the general order.

Recommendations:

- The general order for the Special Response Team (S.R.T.) needs to be updated so that it presents in detail the selection process and training standards for tactical operators and negotiations. (Recommendation No. 6.)
- MPD should consider adding psychological screening of candidates when they are selected as tactical operators and negotiators. (Recommendation No. 7.)
- The general order on the S.R.T. should also state that tactical operators and negotiators will not participate in call-outs until they complete the Basic S.R.T. course or hostage negotiators course. (Recommendation No. 8.)
- A detailed training calendar for the S.R.T. should be created indicating dates for training, number of training hours, topics to be trained on, assigned instructors, and locations for the training. (Recommendation No. 9.)

SECTION 5. INVESTIGATIONS DIVISION

The Criminal Investigations Division is commanded by a Captain who reports directly to the Chief. The Captain of the Investigations Division oversees the Investigations Unit, which is supervised by a Sergeant and has five detectives assigned to the unit. According to the organizational chart, there is one officer assigned as the Community Resource Office/Public Information Officer/Crime Analyst and who also reports to the Sergeant in the Investigations Unit. This officer position supervises numerous volunteers who assist with community outreach programs.

The Vice/Narcotics Unit also reports to the Captain; that unit is supervised by one Sergeant and has one detective assigned to the unit. The Vice/Narcotics Sergeant also supervises a detective assigned to the DEA Task Force.

One finding by CPSM is that the Criminal Investigations Division does not have any administrative clerical help to assist each unit. CPSM recommends adding one civilian clerical position to the Investigations Division to assist with administrative tasks.

INVESTIGATIONS UNIT

The Investigations Unit is under the command of a Sergeant. The Sergeant works Monday through Friday, 0800 to 1700. There are currently five detectives assigned to the Investigations Unit and the detectives also work Monday through Friday, 0800 to 1700.

CPSM could not locate a general order in the policies and procedures manual that details the selection or rotation process for detectives. However, the commander of the Investigations Unit advised that the selection process for a detective consists of an interview process based on scenarios. A panel evaluates the responses of the candidates and the candidates' performance evaluations are also reviewed. The detectives' positions are permanent duty capacity and there is no rotation of staff unless there is a request by the detective, a promotion opportunity, or a performance issue. Otherwise, a detective can remain in the position without rotation. Four of the detectives have been in the Investigations Unit for more than five years and one detective has been assigned for one month. Detectives are subject to a call-out schedule which consists of being on-call for 24 hours for one week; the Sergeant maintains the rotation schedule.

CPSM suggests that the department may want to consider a rotational mentoring program for patrol officers to spend a designated amount of time with the Investigations Unit to learn additional skills. This also provides supervision to observe the abilities and interests of patrol officers for future detective positions. With the additional staffing added to patrol as outlined in the previous section, this mentoring program would be possible to implement. Additionally, as personnel rotate back to Patrol, they take valuable experience with them to increase their skill set and can share their skills less experienced patrol officers, which will enhance the quality of work performed in Patrol.

Investigations Unit Staffing Assignments

The Investigations Unit is structured as a generalist unit. However, as with most generalist units, some detectives have a stronger skill set to investigate certain kinds of crimes. In particular, the skill set required to investigate cybercrimes and homicides are different. However, the

Investigations Unit works all Part 1 offenses, conducts initial and follow-up investigations of felony and serious misdemeanor crimes, processes crime scenes to include photographs, latent prints, collecting and documenting evidence, creating sketches/drawings, and interviewing victims, witnesses and suspects. The department receives assistance from Charlotte-Mecklenburg Police Department for major cases; however, there is no memorandum of understanding between the two departments, just a handshake of good faith.

While the Investigations Unit was able to provide statistics on cases, which will be discussed in the next section, the detectives do not track the number of, or the amount of time allocated to crime scene processing. CPSM recommends that the Investigations Unit start collecting statistics on crime scene workload.

Case Management

CPSM could not locate a general order that specifies administration, authority, responsibilities, selection process, procedures, call-outs and other information pertaining to the Investigations Unit. However, the department provided written information and the Criminal investigations Division Report for 2017.

The Sergeant reviews all incident reports, supplemental reports, arrest reports, and supporting documentation. Detectives are assigned cases by the Sergeant based on type of incident, severity of offense, and informal solvability factors. The Investigations Unit utilizes Southern Software RMS, which has modules for cases management, incident investigations, summary reports, master search, master name index, and evidence/stored property. The Investigations Unit has utilized this RMS system since 2010.

There are no absolute standards in law enforcement that are used to determine appropriate caseload for police detectives. One murder investigation could occupy the time of several detectives for months, and on the other hand, one detective could handle hundreds of theft cases in a similar period. As well, departments across the country utilize varying models to conduct investigations. In some departments, patrol officers are responsible for the investigation to completion of all misdemeanor crimes and occasionally some felony crimes as assigned. In others, the detectives conduct follow-up investigations for all crimes, to include misdemeanors. As we noted, there are no absolute standards to determine appropriate caseload per detective. The International Association of Chiefs of Police, however, suggests that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. Table 5-1 displays the case statistics for the Investigations Unit for 2015 through 2017.

TABLE 5-1: Case Statistics for Investigations Unit, 2015 – 2017

Year	Cases Handled	Active Cases	Inactive Cases	Unfounded Cases	Cleared By Arrest	Cleared By Other	Total Cases Cleared	Clearance Rate
2015	508	0	283	118	60	47	225	44%
2016	593	1	380	103	54	55	212	39%
2017	530	47	280	102	61	41	202	38%

In 2016, Matthews recorded 3,570 Part 1 Index Crimes (146 violent crimes and 3,423 property crimes). More importantly, within a nine-year period, Matthews reduced its Part 1 Index crime rate by 21.24 percent even as the city's population grew by 4,708.

According to the IACP suggested benchmark, the MPD Investigations Unit is staffed appropriately. The workload is manageable, and detectives have ample time to dedicate to

investigations. However, crime scene processing by the Investigations Unit should be tracked as workload. Given the current data, no change in personnel is recommended. However, CPSM recommends identifying one detective to serve as a criminal intelligence officer (CIO) to liaison with the crime analyst. This position would work closely with the sergeant and liaison with the crime analyst, as well as additional enforcement duties such as the debriefing of prisoners, tracking of recidivists, development of informants, securing of search warrants, development of crime fighting strategies, etc. This position would serve as a backup position for the crime analyst duties.

The CIO should have primary responsibility of not only interviewing (debriefing) prisoners processed by the MPD, but also teaching other officers how to conduct an effective prisoner debriefing. Additionally, it would be the CIO's job to develop the questions and areas of inquiry to be broached with the arrested individuals. Keep in mind, the debriefing is not an interrogation about the crime for which the person is under arrest, but about other information they might know about. For example: Who is selling drugs? Where is stolen property "fenced?" Who is responsible for the most recent robbery or assault? Do you know anyone that steals cars? and so on. Asking these types of questions can produce valuable information, but if they are never asked, the information cannot be captured.

The crime analyst and criminal intelligence officer must become active participants in all supervisors' meetings and partners in all planned investigative and tactical operations. It is imperative that the crime analyst and CIO receive timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that he or she provides.

Clearance Rates

While preventing crime is of utmost importance to law enforcement agencies, solving crime should also have parity. The solving of crimes, which results in the prosecution of offenders, not only prevents future crime, it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Reporting (UCR) Program, are the benchmark for a department's effectiveness in solving crime.

The UCR establishes a three-pronged rule, each of which must be met to clear a case. For UCR reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime. There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled. Listed in Table 5-2 are the 2017 clearance rates for the five detectives in the Investigations Unit.

TABLE 5-2: Clearance Rates for Five Investigations Unit Detectives, 2017

Detective	Number of Assigned Cases	Active Cases	Inactive Cases	Unfounded	Cleared-Arrest	Cleared - Other	Clearance Rate
#1	85	11	39	16	7	12	41%
#2	96	1	53	21	13	8	44%
#3	124	27	58	11	24	4	31%
#4	98	8	39	31	7	12	51%
#5	121	0	88	20	10	3	27%
Total	524	47	277	99	61	39	N/A

The department is to be commended for capturing detailed statistics. Information on clearance rates by detective by type of crime was also available. This is a meaningful way to capture clearance rates, as it provides greater insight into both the detective's performance and benchmarking the unit's success. However, the Investigations Unit should also track statistics pertaining to the processing of crime scenes by the unit, as this is workload not captured by case assignments or clearance rates.

The Investigations Unit has two interview rooms. Only one of the rooms has video and audio capabilities. The department should outfit the other interview room with video and audio capabilities.

Investigations Unit Recommendations:

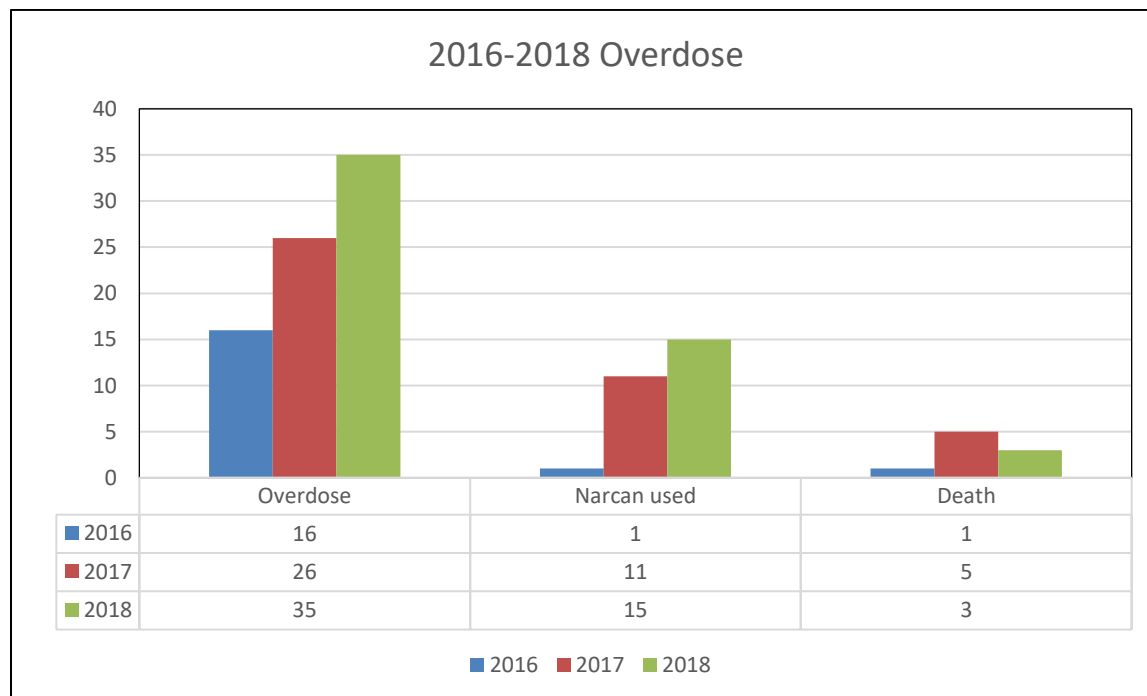
- One finding by CPSM is that the Investigations Division does not have any administrative clerical help to assist each unit. CPSM recommends adding one civilian clerical position to the Investigations Division to assist with administrative tasks. (Recommendation No. 10.)
- CPSM suggests that the department create a detailed general order for the Investigations Division which clearly defines the selection process, procedures, call-outs system, and the responsibilities of what the Investigations Unit will handle and what cases Patrol will handle. (Recommendation No. 11.)
- The department might consider designating one member of the Investigations Unit as the criminal intelligence officer (CIO). This is a position that would work closely with the Investigations Unit Sergeant and liaison with the crime analyst, as well as handle additional enforcement duties such as the debriefing of prisoners, tracking of recidivists, development of informants, securing of search warrants, development of crime fighting strategies, etc. This position would serve as a backup position for the crime analyst duties. (Recommendation No. 12.)
- CPSM recommends that the Sergeant in the Investigations Unit track the number of, and time spent on processing, crime scenes as part of the unit's workload. (Recommendation No. 13.)
- CPSM recommends that the Investigations Unit have two fully equipped interview rooms. Currently, only one of the unit's two interview rooms has video and audio capabilities; the department should outfit the second interview room with video and audio capabilities. (Recommendation No. 14.)

Vice / Narcotics Unit

The Vice / Narcotics Unit is a component of the Investigations Division. The Sergeant assigned to this unit reports to the Captain of the Investigations Division. The Vice / Narcotics Unit consists of one Sergeant and one detective. The Sergeant and detective both work Mondays, Wednesdays, and Fridays from 0800 to 1700, and Tuesdays and Thursdays from 1400 to 2200. There is also one detective who reports to the Sergeant but is assigned to the DEA Task Force. This detective works flex hours in accordance with when the DEA Task Force is conducting operations. It should be noted that this is a small unit which is currently going through a change in staffing. The DEA detective previously assigned to the position was promoted one month prior to CPSM's site visit. The detective assigned to the Narcotics Unit was then transferred into the DEA position. A new detective was selected for the Vice / Narcotics Unit position. The DEA detective is assisting in training the new detective and this takes the detective away from his primary DEA duties.

The unit investigates complaints of narcotics activity, prostitution, gambling, and weapons violations. The Narcotics Unit monitors and follows up on tips received by the department and Crime Stoppers. In 2018, the Vice / Narcotics Unit was assigned 40 tips on which to follow-up, with 14 tips closed and 26 pending. The unit conducts surveillance operations for the department. Another important responsibility of the Vice / Narcotics Unit is to serve as the point of contact for all narcotics-related overdoses that result in deaths. The Sergeant reported that in 2016, the unit reviewed 16 overdoses with one fatality. In 2017, the unit reviewed 26 overdoses, with five of them resulting in fatalities. Furthermore, from January to November 2018, the unit reviewed 35 overdoses, with three resulting in fatalities. Figure 5-1 displays these statistics.

FIGURE 5-1: Overdoses, Narcan Use, and Related Overdose Deaths, 2016–2018



In 2018, the Matthews Police Department adopted a more aggressive response to overdose cases and required an on-call detective to respond to all overdoses resulting in death. The detective and patrol officers work in concert with each other to ensure each overdose is treated with a sense of urgency. Each overdose is treated with the same consistency and

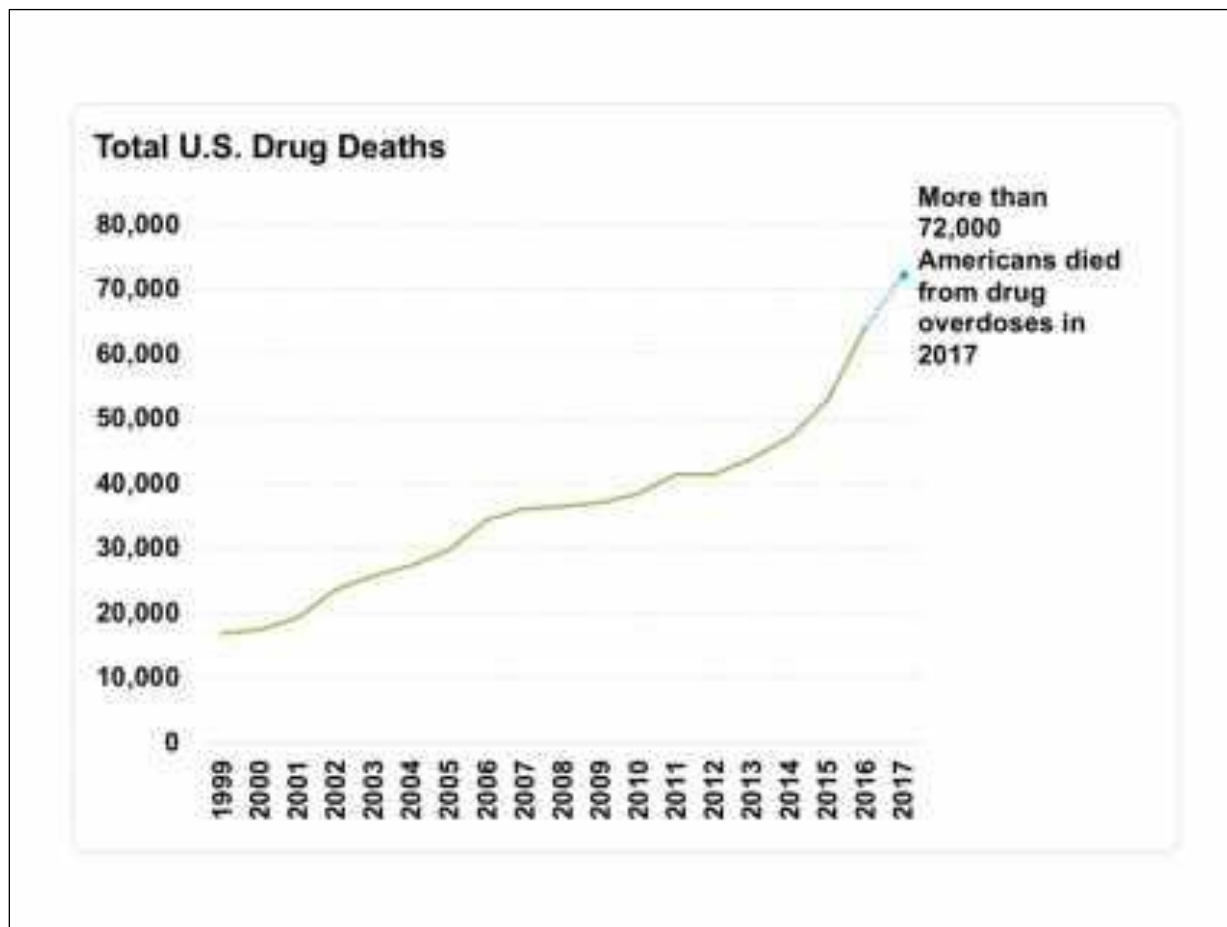
dedication the department exhibits in other similar cases, such as homicides. At the scene of overdose deaths, officers are required to gather much more information and evidence in order to better facilitate the investigator to conduct a more in-depth investigation.

The Matthews Police Department was the first law enforcement agency in Mecklenburg County to begin tracking and sharing information on all overdoses with participating agencies across the state of North Carolina, and the United States, via a new software tracking system called ODMaps.

In 2019, the Matthews Police Department will receive training in the identification of symptoms and effects of opiates to better enable department personnel to treat persons suffering from an overdose. In addition to the newly acquired identification training, officers will be trained and equipped to deploy Narcan in emergency situations. Narcan will enable officers to save lives and provide residents and visitors with the opportunity to receive treatment for their addiction.

The Centers for Disease Control (CDC) reports that more than 72,000 Americans died from drug overdoses in 2017, including illicit drugs and prescription opioids; this is a two-fold increase in a decade. Figure 5-2 displays the number of Americans that died from drug overdoses from 1999 through 2017.

FIGURE 5-2: Total U.S. Drug Deaths, 1999–2017



Source: National Institute on Drug Abuse, retrieved from <https://www.drugabuse.gov/related-topics/trends-statistics/overdose-death-rates>

Drug overdoses from fentanyl and synthetic opioids are contributing to the increase in deaths. This is a growing national problem in which police departments can play an active role in trying to reduce the number of overdoses and fatalities through use of Narcan and aggressive drug intelligence and enforcement. Partnering with local treatment centers can also play a role in the reduction of overdoses. Because the Vice / Narcotics Unit has only one Sergeant and one detective, CPSM recommends an additional detective position for the unit. This position could follow-up on all overdoses, fatalities, prescription fraud, and aggressively gather intelligence as to the sources for the drugs and strategize plans for interdiction of the sources. If needed programs are not already in place, this position could serve as a liaison to judicial leadership to implement a drug treatment court and serve as the department liaison with the treatment centers and serve as a liaison with the local pharmacies. Furthermore, this new detective position could assist with all other responsibilities of the unit and increase officer safety by having an additional detective available. General Order 10.02, which governs Vice, Drugs and Organized Crime, needs to be updated, as our review found that the effective date was listed as 1/1/2011 and carried the prior chief's name and signature. The department is making efforts to update its general orders, and CPSM suggests that updating this general order be made a priority.

The Sergeant provided some statistics as to the workload of the Vice / Narcotics Unit in 2018:

Searches

- Six search warrants on residences or businesses executed.
- Four search warrants on phones.
- Three search warrants on Facebook accounts.
- Three consent to search.
- Four trash pulls.
- Two trash pulls for the FBI.

Assist Investigations Unit

- Four bank robberies (one suspect arrested by Narcotics Unit).
- Two homicides.
- Electronic stake outs (bait cars).
- Vehicle break-ins.

Assist Patrol

- Jump and runs from traffic stops.
- Two traffic crashes (fatalities).

Proactive Interdictions

- The Narcotics Unit requests the assistance of patrol for five hours every Tuesday and Thursdays with a minimum staffing of one K-9 officer and four patrol officers to assist in conducting interdictions in high drug traffic areas.

Assist Other Agencies

- Union County Sheriff's Office.
- Stallings Police Department.
- FBI (Safe Streets).

- DEA Task Force.
- Homeland Security Investigations (HSI) Human Trafficking.
- Mecklenburg County Alcoholic Beverage Control (ABC).
- Alcohol Law Enforcement (ALE) Nuisance Abatement.

The Narcotics Unit Sergeant is immersed in the operational aspects of the unit and has little time for administrative tasks. Administrative clerical support would enhance the administrative aspect of the Vice / Narcotics Unit, specifically by tracking statistics pertaining to the actual responsibilities of the unit and tracking how the unit is assisting other components or agencies. The clerical position would serve the entire Investigations Division.

Narcotics Unit Recommendations:

- CPSM recommends an additional detective position for the Vice / Narcotics Unit. This position could follow-up on all overdoses, fatalities, and prescription fraud, and aggressively gather intelligence as to the sources for the drugs and strategize plans for interdiction of the sources. If not already in place, this position could serve as a liaison to judicial leadership to implement a drug treatment court and serve as the department liaison with the treatment centers and serve as a liaison with the local pharmacies. Furthermore, this new detective position could assist with all other responsibilities of the unit and increase officer safety by having an additional detective available. (Recommendation No. 15.)
- General Order 10.02, which addresses Vice, Drugs, and Organized Crime, needs to be updated as CPSM found the effective date was listed as 1/1/2011 and it carried the prior Chief's name and signature. The department is making efforts to update its general orders, and CPSM suggests that updating this general order be made a priority. (Recommendation No. 16.)

DEA TASK FORCE

There is one detective assigned from MPD to serve on the DEA Task Force. This detective is experienced in narcotics, but new to the DEA Task Force. The prior detective served with the DEA Task Force for eight years until he was promoted to Sergeant. MPD pays for the base salary for the detective and DEA pays for overtime. The Sergeant does not maintain workload statistics for the detective as the statistics are maintained by the DEA Task Force. The DEA Task Force has been highly productive in bringing in forfeiture funds to the MPD. From July 2016 through June 2018, MPD received \$211,740 in forfeiture funds, and from July to November 2018, the department received another \$60,743 in forfeiture funds.

No recommendations are offered.

CRIME ANALYSIS, COMMUNITY OUTREACH

The Impact of Having a Crime Analyst

There is one officer who is responsible for performing multiple positions. The officer works as the Community Resource Officer, the department's Public Information Officer, the Crime Analyst, and oversees the department's volunteers. This multiple assignment of job positions is problematic, and clearly an example of "wearing too many hats."

CPSM feels quite strongly that a department the size of the MPD, and a community like Matthews, requires a full-time crime analyst. The crime analyst position would be a crucial role to lead MPD into a data-driven culture.

What is necessary is that this individual devote his/her time exclusively to this very important function. Much like the property and evidence function, crime analysis is not something to be undertaken casually. Crime analysts today are an essential component of any public safety program, and crime analysts across the county are linking up via professional development activities and open access feeds to share real-time data at unprecedented levels. Some might think that the relatively low level of violent crime in Matthews suggests that there is no need for a full-time analyst position. This is untrue. Public safety entails far more than just suppressing violent street crime. Many similarly-sized police departments employ crime analysts who also perform traffic analysis. Matthews should not fall behind in this regard.

This is not to say that crime analysis is not presently being performed within the MPD. On the contrary, a considerable amount of crime data and criminal intelligence analysis is presently being performed (as described below). The point here is that no one individual has been permanently assigned to focus solely on this function. This should be considered a significant operational limitation that unnecessarily restricts the overall effectiveness of the MPD's various crime fighting, disorder control, and community policing initiatives.

The department must be able to conduct thorough and more rigorous crime analysis and criminal intelligence gathering to support criminal investigations and crime reduction initiatives in general. The role of a permanently-assigned crime analyst supported by a criminal intelligence officer (CIO) can do much to improve the department's operations.

Crime analysis and criminal intelligence are often conflated and thought to be the same thing. To put it in economic terms, crime analysis is analogous to counting your money, and criminal intelligence is how you invest and spend it. Combining the two disciplines can provide a more accurate picture about where and when crime is occurring and what to do about it. A police department needs to do both and there is an opportunity in the MPD to improve in this area.

The level of crime and nature of the community are such that the absence of a criminal intelligence officer (CIO) is not critical. Using data currently provided, the size of the community makes it possible for officers to generally know and understand crime trends without the support of sophisticated analysis. However, a more rigorous and focused approach that engages multiple stakeholders in the process might yield substantial improvements to many facets of departmental operations.

The crime analyst position would be responsible for preparing strategic crime analyses and trend reports, monitoring and tracking high-propensity offenders, developing and managing crime prevention programs, assisting in securing search warrants, training department personnel, making community and media presentations, exchanging crime information with surrounding agencies, and initiating proactive crime-solving strategies.

The duties and responsibilities for this position must be clearly articulated and should include a description of all studies, analyses, and reports that must be produced regularly.

The department presently utilizes a crime analysis software package known as ACCURANT to perform a variety of detailed analyses. This program has generally been found to be highly functional and responsive to the department's needs.

The crime analyst would also regularly perform traffic analysis; that is, to routinely query the department's RMS to analyze crash reports and identify geographic and temporal patterns that

could guide enforcement efforts. Recommendations for performing these analyses and strategically guiding the department's traffic enforcement efforts are presented elsewhere in this report. With the additional staffing in patrol, squad E would not be utilized to backfill patrol positions and could focus on traffic analysis, education, enforcement, and engineering.

The department currently utilizes Lexis/Nexis Community Crime Map to provide timely and accurate crime data to the community via crime maps. This information is accessed through the department's website portal. Citizens are also able to download a mobile app for their smart phones. A review of the data contained therein suggests that the department routinely provides data in virtually real time. The provision of timely and accurate crime maps to the community, and doing so without revealing sensitive operational details, should be considered a necessity in terms of developing transparency and accountability for police operations (two characteristics that are strongly encouraged in the Final Report of the President's Task Force on 21st Century Policing, 2015). As well, this transparency reduces overall fear of crime and fosters open communications with all segments of the community.

Crime Analysis Recommendations:

- The department should hire, train, and support one uniformed or nonsworn member of the department to serve as crime analyst. That individual should be charged with the identification and aggressive targeting of chronic problems, crime patterns, criminogenic hot spots, and "hot persons." The crime analyst should be directed to develop "actionable" analysis, that is, he or she should not simply identify what is occurring in terms of crime and disorder, but should determine when, where, how, and most importantly, why, these events are occurring. This information would be obtained directly from the department's CAD and RMS systems and would prove invaluable in terms of enabling Patrol and Investigations to make effective operational decisions. In spite of the relatively low rate of reported violent crime in Matthews, it is highly recommended that the crime analyst be a full-time position. It has been the experience of the consultants that most police departments the size of the MPD have a full-time designated (either uniformed or nonsworn) crime analyst. (Recommendation No. 17.)
- The department should adopt and actively use DDACTS (data-driven approaches to crime and traffic safety) and/or other resources that are generally available through the Bureau of Justice Assistance (BJA). The BJA generally recommends that a designated crime analyst dedicate at least ten hours per week to the analysis of crime data. (Recommendation No. 18.)
- The department should designate one sworn member from the patrol squad E to serve as the liaison to the crime analyst for traffic analysis. (Recommendation No. 19.)
- The crime analyst and criminal intelligence officer (CIO) must become active participants in all supervisors' meetings and partners in all planned investigative and tactical operations. It is imperative that the crime analyst and CIO receive timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that they provide. (Recommendation No. 20.)
- To become operationally efficient, the department must clearly articulate the duties and responsibilities of both the crime analyst and criminal intelligence officer. (Recommendation No. 21.)
- The crime analyst and CIO should actively participate in professional development and should reach out to the International Association of Crime Analysts (IACA), the COPS Office, the Center for Evidence-Based Crime Policy, the BJA National Training and Technical Assistance

Center (NTTAC), and NIJ's CrimeSolutions.gov for support in developing and maintaining their analytical skills. (Recommendation No. 22.)

Community Outreach/Public Information:

The community outreach/public information officer would no longer have responsibility for crime analysis if a new position is added as discussed in the above section. The department has a designated community response officer (CRO) who also serves as public information officer (PIO). As previously mentioned, this police officer also performs the role of crime analyst. This is most likely due to the unique personal skill set of this particular officer. The roles of CRO and PIO are important functions that are frequently combined in small- and mid-sized American police departments. CPSM recommends that they remain so within the MPD. CPSM feels strongly, however, that the crime analysis function must be separated from these other two functions and transferred to an additional position for crime analysis.

Interestingly, apparently because of the CRO's additional duties as crime analyst, the CRO is a direct report to a Sergeant within the Investigations Division. Ideally, the CRO/PIO would be a direct report to the Outreach Sergeant within the Administrative Division.

The MPD has traditionally had a robust community outreach program and the department appears to enjoy many strong positive ties with diverse segments of the community. One member of the department stated, "We have really good community buy-in." Another indicated, "We have outstanding relationships with business leaders," and generally enjoy "great communication with community organizations." These sentiments were echoed by members of the community who were interviewed. It appears that the MPD has particularly strong relationships with local faith communities. It is important that the MPD maintain and build upon these relationships.

Interestingly, the consultants were informed by several members of the department that the total number of the MPD's outreach activities have dropped somewhat recently, due to staffing challenges.

During 2017, the MPD sponsored and/or participated in 153 community events and in 2018 from January through November, MDP participated in 123 events. These include: operation of a bi-weekly car seat checking station; fraud/scam awareness presentations; a school backpack program; various bicycle safety events; performance of safety assessments for schools, homes, churches, and businesses; operation of a Citizens Police Academy; representation at various homeowners association meetings; participation in neighborhood watch meetings; participation in National Night Out and National Coffee with a Cop Day; and a variety of community fundraising activities. The CRO supervises a volunteer staff of 20 who assist in a large percentage of the department's outreach activities.

As stated elsewhere in this report, the MPD has embraced the concept of "community policing." Recent research strongly suggests that effective community policing strategies require an overarching strategic planning framework or platform in order to be effective. As Gill, et al., (2016) note, "Community policing requires change at more than just the ground level. A 'true' implementation of community policing requires full organizational commitment and changes to leadership, structures, information sharing, and decision making." (p. 5) In other words, effective community policing requires a departmental strategic plan (p. 6) and monthly supervisors' meetings. If these recommended changes are made, we believe that the MPD will be able to advance its various community policing initiatives even further.

The CRO is responsible for supervising the Citizens Police Academy. This program has been offered once a year for the past five years. A patrol officer runs a police Explorer Post for the department. Neighborhood watch groups have been developed over the years. These efforts should continue. However, the CRO, with the assistance of the crime analyst, could assist in crime prevention education and target hardening for businesses identified as "hot spots" for CFS.

CPSM reviewed the department's website and found it to be functional, informative, and relatively user-friendly relative to those of similarly sized police agencies. The website serves as an effective interface and source of information for the public. The website does not, however, contain such information as crime prevention tips, or links to useful information concerning identity theft and mail theft. The website could be considerably enhanced.

Media/press releases are posted on the department's website frequently, and provide the community with information concerning high-profile events such as a fatal vehicle crash, a missing person, a violent crime, an MPD assist of another law enforcement agency, etc. Contact information is provided for the CRO/PIO. Citizens may sign up for periodic (daily, weekly, etc.) e-mailed reports of criminal incidents in their neighborhoods. An anonymous tip line is also available.

The department has recently made a concerted effort to provide more information to the public by means of its website and social media. The consultants were informed that the department has had considerable success in utilizing community outreach to supplement its general investigative efforts. For example, we were informed that the department uploaded a still photograph of a suspected burglar onto its Facebook account and received multiple responses from the community that served as actual leads in the case. The case was ultimately solved due to these Facebook responses. Despite its many laudable efforts to engage and communicate with the community, the department does not have a formal written public information/social media strategy.

The area of public information is indeed a critical one. The access and use of instant means of communication is rapidly evolving the ways in which police departments communicate with the public. The public expects information rapidly, but departments are often not able to meet that expectation. Social media (Facebook, Twitter, etc.) are rapidly outpacing the ability of the police to provide information. Police departments around the country are now leveraging social media to their advantage. Information concerning school lockdowns, weather events, road closures, etc. can be provided to the public proactively, before the department becomes inundated with requests for information and updates.

The *Final Report of the President's Task Force on 21st Century Policing* (2015) suggests that social media be used to help police departments to "fully engage and educate communities about their expectations for transparency, accountability, and privacy," (p. 31) and to "gauge community sentiment regarding agency policies and practices" (p. 32). The Task Force found that the vast majority of American police departments have a Facebook account (82 percent), but not all leverage this social media resource it to its fullest potential.

Social media has now become an essential feature of an effective public information program. It serves to inform and engage the public. CPSM strongly recommends that the department work with town officials and communications professionals to thoughtfully develop and implement its own social media outreach program (utilizing Facebook, Twitter, etc.), which would be guided by a broader town-wide public information and community outreach strategy.

A social media policy essentially employs available social media outlets to develop ongoing and two-way communication with the public about emerging events. This would benefit the MPD in the areas of public relations, crime prevention, and criminal investigation. Not only is social media useful in disseminating information about crime prevention and public events, but it is also useful in receiving and developing information regarding criminal intelligence and public opinion. One member of the department needs to lead and be responsible for a broader communication strategy.

Again, it is clear the MPD continually utilizes media to communicate with community stakeholders. At the same time, it would benefit the department to develop and undertake a formal, comprehensive public information strategy. Additional resources are available to the MPD as it moves forward in this regard. For example, the Social Media the Internet and Law Enforcement (SMILE) conference is meant to help police departments better use social media as a means of improving law enforcement and engaging the community. The fundamental concept of this organization is to develop social media as a tool to improve policing and prepare departments to avoid the negative consequences associated with social media. The MPD must develop a specific social media policy that is embedded in the context of crime analysis, criminal intelligence, community outreach, and crime prevention.

It should be noted that the department's website has some interactive functionality. Citizens cannot, however, file a minor police report electronically. This is a useful function that has proven to be an effective means of reducing many departments' total calls for service. As stated elsewhere in this report, the department should consider designing such a function for certain non-emergency calls; for example, the past simple theft of a bicycle from an open residential garage. Many police departments across the country have significantly reduced the number of CFS by limiting their responses to only those instances where a uniformed officer is needed. The MPD has historically dispatched a patrol unit to each and every call for service where a citizen requests a police response. That is commendable, but many times results in a wasteful expenditure of resources (by engaging one of the department's patrol units on what could otherwise be handled as a simple request for information). Simply stated, it is not up to the citizen to determine whether a police response is necessary. That determination should be made by the MPD. However, the residents of Matthews obviously have particularly high expectations concerning the quality of police services that they receive.

In the past, the department has been able to dispatch units to these 'unnecessary' calls and has, in fact, frequently done so. Indeed, we were informed by multiple sources both within and outside the department that such "full service" has traditionally been the hallmark of the MPD. However, going forward, it is quite possible that the community can reap substantial cost savings by screening CFS more closely and utilizing other methods (such as the department's website) to reduce the need for having a patrol unit respond. (See also, [Managing Calls to the Police with 911/311 Systems](#), United States Department of Justice, Office of Community Oriented Policing Services, Feb. 2005).

The costs and benefits associated with moving towards a web-based reporting system (for minor offenses and complaints) and a system of deferred response must be accurately communicated to the public. The department should make this issue a key component of its public communication strategy and should report on its efforts in this regard.

The department has a robust volunteer program. At the time of our site visit, there were approximately 20 active volunteers. These individuals work under the direction of the Community Resource Officer (CRO)/Public Information Officer (PIO) and perform a variety of nonenforcement types of functions, such as neighborhood watch patrols and the identification

of illegally parked vehicles and other conditions. Volunteers are provided marked vehicles that clearly identify them as volunteers. They are also provided with police radios for communication.

Community Outreach Recommendations:

- The department should work with the town to create and publish a multiyear public information strategy for the MPD that includes clear goals and objectives for the department. This public information strategy should be linked to the department's overall multiyear strategic plan. The strategic plan would coordinate both the department's public information and community policing efforts. (Recommendation No. 23.)
- CPSM recommends that the department convene a group to develop and implement the multiyear public information strategy. This group should consist of members of the town's communications/marketing team, and approximately three individuals of various ranks in the department who would meet periodically to plan, develop, and implement a clear public information strategy for the department. It is important that uniformed members of the department take ownership of these public information initiatives and actively use them. An effective public information program is an important part of any department's community outreach efforts. (Recommendation No. 24.)
- The department should continue to have one designated Community Resource Office (CRO)/Public Information Officer (PIO), who would serve on the above referenced group and work closely with the town's communications/ marketing team. (Recommendation No. 25.)
- The department's public information strategy should include clear goals and objectives including, but not limited to, the effective continued use of social media. These efforts should be evaluated (such as tracking the number of responses to departmental postings on social media or the number of 'hits' at important pages of the department's website). (Recommendation No. 26.)
- The MPD should avail itself of outside resources, such as a member of the local press or a professor of communications from a local college or university. CPSM suggests that the department look to the Boca Raton (Fla.) Police Department as an example of a modern police agency with a sophisticated public information strategy and as a potential source of information and support. (Recommendation No. 27.)
- To communicate the overall strategic plan and to solicit feedback from personnel, the Chief should convene an annual "town hall"-type meeting of all sworn and nonsworn personnel. Many police departments throughout the United States have used this method as a vehicle for ensuring open communication within the department, particularly during times when the agency is undergoing a planned process of change. An agenda should be published in advance and the department's administration should solicit potential agenda items from all members of the department. (Recommendation No. 28.)
- CPSM recommends that the Chief continue his efforts to establish a Chief's Advisory Group/Council. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who would meet with the Chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many American police departments in terms of building trust and legitimacy by illustrating to community leaders that the department engages in procedural justice and fairness under the law. (Recommendation No. 29.)
- CPSM recommends that the department work with the town to undertake a comprehensive citizen survey that would be designed to gauge the opinions and perceptions of as wide a

sample of the community as possible (that is, it would attempt to reach individuals who reside in the community, work in the community, or visit the community). Such a survey should be conducted every few years. (Recommendation No. 30.)

- CPSM recommends that the department seek the assistance of faculty from a college or university in the area and who can assist the department in the development of an appropriate survey instrument, administration of the survey, and analysis of findings. (Recommendation No. 31.)
- The department and the town should actively monitor the results of the community survey that is administered by the department/town. If this survey is administered regularly, it could serve as a valuable “feedback device” for the MPD when gauging the relative degree of effectiveness of its various crime-fighting, traffic enforcement, and disorder control strategies. (Recommendation No. 32.)
- Alter the organizational chart of the MPD in such a way as to make the CRO/PIO a direct report of the Outreach Sergeant within the Administrative Division. (Recommendation No. 33.)

SECTION 6. ADMINISTRATIVE DIVISION

PROFESSIONAL STANDARDS

General Order 02.07, Administrative Requirements, Internal Investigations, refers to the Office of Professional Standards. However, the Office of Professional Standards does not appear on the organizational chart. CPSM recommends identifying the Office of Professional Standards on the organizational chart as it is a very important component of the department. A Captain is the commander of the Administrative Division. The Captain has authority over the Outreach Unit, SROs, Training Unit, Recruiting and Background investigations, Support Unit, and Property and Evidence Unit. The Sergeant in the Training Unit reports to the Captain. Both the Captain and Sergeant work Monday through Friday, 0800 to 1700. The Sergeant assigned to the Training Unit has the responsibility of overseeing all internal affairs investigations directed at personnel below the rank of Sergeant and which have been routed to the Office of Professional Standards. The Captain oversees the investigations done by the Office of Professional Standards for the rank of Sergeant and above.

Internal Affairs Investigations

Public trust is vital to the law enforcement mission. This trust rests on departmental responsiveness to community needs and expectations. The department must receive complaints with professional interest and courtesy and give appropriate supervisory and management attention to the allegations. This fosters public confidence and promotes constructive communication.

The Office of Professional Standards consists of only a Captain and the Training Unit's Sergeant. General Order 02.07, Administrative Requirements, Internal Investigations, discusses the process for receiving complaints, types of complaints, procedures for investigation, investigation practices, findings, and procedures for other types of internal investigations. This general order is dated 2/15/18, and therefore, has been revised recently. The General Order for Discipline, 02.04, is dated May 7, 1997, and is very limited in scope. The information found in 02.04 could be incorporated into General Order 02.07.

MPD has Rules of Conduct that provide three "classes" of rules to guide the behavior of employees. The Rules of Conduct had an effective date of December 10, 1997. The Office of Professional Standards should review all general orders, policies, and rules of conduct on an annual basis to ensure employees are provided with the department's current practices and expected behaviors. The Administrative Division does not have a clerical position. This could be a factor in the department keeping current in the revisions of the general orders. A clerical position would be of great value in formatting the general orders, keeping a calendar for the review of each general order on an annual basis, coordinating the administrative routing of general orders for subject-matter-experts within the department to review the general order, and maintenance of a central depository for the general order review process. CPSM recommends a clerical position be added to the Administrative Division not only to assist the administrative workload for the Office of Professional Standards but also to assist the Training Unit, Outreach Unit, Support Unit, SROs, recruitment and background investigations and property and evidence.

Prior to 2018, internal affairs investigations were handled by the prior chief. In 2018, Chief Pennington formalized the internal affairs process and began tracking internal affairs investigations. Therefore, statistics related to internal affairs investigations were only available for

2018. From January through November 15, 2018 (date of site visit), there had been 13 internal affairs investigations. Nine of the complaints were generated internally, while four of the complaints were generated externally. In six of the cases, the members were exonerated, three cases were unfounded, and four cases were sustained.

It should be noted that in March 2019, the department was able to ascertain Internal Affairs Investigations for 2016–2018. The 2018 statistics differ from the statistics received during the site visit. The statistics shown in Table 6-1 are considered more reliable; the table shows the results of internal affairs investigations for 2016–2018.

TABLE 6-1: Internal Affairs Investigations for 2016–2018

Type of Complaint	2016	2017	2018
Internal	7	6	11
External	0	1	5
Total	7	7	16
Sustained	5	4	5
Not Sustained	0	1	1
Unfounded	2	2	5
Exonerated	0	0	2
Administratively Closed	0	0	3

In March 2019, the department provided the statistics shown in Table 6-2 related to use of force reports for the three-year period of 2016–2018.

TABLE 6-2: Use of Force Reports, 2016-2018

	2016	2017	2018
Cases	8	7	12
Officers Involved	19	18	22
Firearm	0	0	4
Taser	1	3	5
Impact	1	0	0
OC Spray	0	0	0
Hands/Feet	17	18	11
Justified	19	18	21
Inappropriate	0	0	1
Not Justified	0	0	0

Complaints are documented by a department supervisor on the Employee Misconduct Form. Complaints are accepted in person, by telephone, U.S. mail, or e-mail. CPSM recommends placing the Employee Misconduct Form on the department website for greater access by the community. General Order 02.07 states “Anonymous complaints against employees are investigated if the information provided can be corroborated or the alleged conduct is of a nature that would indicate criminal conduct or conduct detrimental to the department” (Section .04, p.1). The general order also states that the Office of Professional Standards

Sergeant will determine if the complaint requires the investigation to be conducted by the employee's supervisor, the Office of Professional Standard's Sergeant, or the Administrative Division's Captain. The department is to be commended for its efforts to formalize the internal affairs investigation process. However, the efforts are largely reactive and not proactive. CPSM recommends formalizing the Office of Professional Standards and adding a Lieutenant position as the commander. Additional responsibilities would be required by this Lieutenant's position to shift the department from a reactive to a proactive process.

The Lieutenant would be responsible for overseeing the review process of the general orders. Some of the general orders we reviewed had old effective dates and listed the name of the prior chief. The Lieutenant could work with department subject-matter-experts to ensure that the general orders are up-to-date and reflect best practices. The Office of Professional Standards would serve as the central depository for all general order revisions.

The Lieutenant would review and track for quality assurance all complaints whether generated internally or externally. The department needs to acquire software such as IA Pro or another system to track internal affairs investigations. The consultants are quite familiar with IA Pro product and have observed it in use in many departments. Those departments using the product generally report a high level of satisfaction with this product as it is an effective and cost-efficient means of proactively searching a department's data and information systems in order to identify all vehicle pursuits, use of force, etc. as an early warning system of police misconduct. At the time of our visit, the department did not have such tracking software. Therefore, MPD supervisors were generally unable to determine how many uses of force or how many civilian or supervisor complaints a particular officer had received. Supervisors would have to cull through the data are on their own once they suspected a potential problem. This is inefficient and generally ineffective. Proactive tracking software of the type described above serves as an effective "early warning system" for the identification of police misconduct. It is recommended that the department continue to explore the purchase and implementation of a tracking system such as this.

Records should be kept securely by the Lieutenant. Additionally, the Lieutenant could review the Rules of Conduct to ensure they are comprehensive, detailed, and up-to-date. Additionally, the Rules of Conduct have "class" levels and these classes could be categorized as to whether the violation would be investigated by the member's supervisor or referred to the Office of Professional Standards for a formal investigation. This would promote consistency and fairness in how the violation is handled and investigated. Furthermore, there is no indication that the department utilizes a standardized progressive discipline matrix. A standardized progressive discipline matrix assists the department's leadership in objectively and consistently delivering discipline based on the severity of the violation and the discipline record of the department member. CPSM recommends that the department utilize progressive discipline with a standardized matrix to be able to apply discipline in a consistent manner and for purposes of educating personnel as to potential disciplinary action for offenses. Table 6-3 provides an illustration of a progressive discipline matrix. CPSM recommends the department create a matrix that reflects the rules and regulations governing discipline specific to the department.

TABLE 6-3: Example of a Standardized Progressive Discipline Matrix

Class	First Offense	Second Offense	Third Offense	Fourth Offense
1	Min: Verbal counseling	Min: Documented counseling	Min: Documented written reprimand	Min: 1-day suspension
	Max: Documented oral reprimand	Max: Documented written reprimand	Max: 3-day suspension	Max: 5-day suspension
2	Min: N/A	Min: Documented written reprimand	Min: 1-day suspension	Min: 5-day suspension
	Max: Documented written reprimand	Max: 5-day suspension	Max: 5-day suspension	Max: 10-day suspension
3	Min: Documented written reprimand	Min: Documented written reprimand	Min: 1-day suspension	Min: 30-day suspension
	Max: 1-day suspension	Max: 10-day suspension	Max: 15-day suspension	Max: Dismissal
4	Min: 1-day suspension	Min: 5-day suspension	Min: 10-day suspension	Min: Dismissal
	Max: 10-day suspension	Max: 15-day suspension	Max: 30-day suspension	Max: Dismissal
5	Min: 5-day suspension	Min: 10-day suspension	Min: 30-day suspension	Min: Dismissal
	Max: Dismissal	Max: Dismissal	Max: Dismissal	Max: Dismissal

The “class” category should clearly define specific department violations that fall within the categories. Potential discipline should be listed for the first offense through the fifth offense. This enables consistent and transparent issuance of discipline to department personnel.

While the department has responded to allegations of misconduct as they occur, this approach is largely reactive. The department should consider a shift in thinking to include a more proactive approach to internal affairs. The Lieutenant position would be responsible for reviewing all use of force reports, vehicle pursuits, random audits and inspections of units, equipment, and incident/offense reports reviews for quality assurance and to safeguard against any bias-based policing. Monthly review of a random sample of officers' chat messages between cars, attendance records, training records, property and evidence receipts, and other documentation should be implemented by the Office of Professional Standards for quality assurance, safety, and compliance with policies. Furthermore, data reflecting exceptional performance such as no use of sick time, no vehicle accidents, exceptional investigations and actions, and other positive performance indicators should also be captured to balance the scales of performance. These audits and inspections will ensure compliance with general orders and will support an early identification and intervention process in addressing employee behavior. A Personnel Early Warning System provides supervisors with a tool to identify employees exhibiting indications of stress or other behavior that could pose a liability to the community, the department, or the officer.

MPD is currently not accredited. However, MPD is currently quite well-poised to apply and seek accreditation from the Commission on Accreditation for Law Enforcement Agencies (CALEA). CPSM believes that such accreditation is extremely useful and beneficial. The MPD has already undertaken and completed much of the work necessary for accreditation; however, more work needs to be done. If the internal affairs function were to be expanded into a more

comprehensive and proactive “professional standards unit,” it would enable the department to assign the Lieutenant to also serve as accreditation manager.

Professional Standards Recommendations:

- The Office of Professional Standards does not appear on the organizational chart. CPSM recommends identifying the Office of Professional Standards on the organizational chart as it is a very important component of the department. (Recommendation No. 34.)
- The Office of Professional Standards should review all general orders, policies, and rules of conduct on an annual basis to ensure employees are provided with the department's current practices and expected behaviors. (Recommendation No. 35.)
- CPSM recommends a clerical position be added to the Administrative Division not only to assist the administrative workload for the Office of Professional Standards but also to assist the Training Unit, Outreach Unit, Support Unit, SROs, recruitment and background investigations, and property and evidence. (Recommendation No. 36.)
- CPSM recommends placing the Employee Misconduct Form on the department website for greater access by the community. (Recommendation No. 37.)
- CPSM recommends formalizing the Office of Professional Standards and adding a Lieutenant position as the commander. This position could be a direct report to the Chief. Additional responsibilities would be required by this Lieutenant's position to shift the department from a reactive to a proactive process. The Lieutenant would be responsible for the development, review, and implementation of all department policies and procedures (i.e., all general orders); for coordinating the process for seeking and maintaining CALEA accreditation; and for performing the traditional internal affairs function, which would include a system of periodic audits and inspections. (Recommendation No. 38.)
- CPSM recommends that the department purchase software such as IA Pro/Blue Team or other available product to be used to track internal affairs investigations and serve as an early warning system. (Recommendation No. 39.)
- It is recommended the department adopt a progressive discipline philosophy and create a standardized progressive discipline matrix in the internal affairs investigation policy. (Recommendation No. 40.)
- While the department has responded to allegations of misconduct as they occur, this approach is largely reactive. The department should consider a shift in thinking to include a more proactive approach to internal affairs to include: reviewing all use of force reports, vehicle pursuits, random audits and inspections of units, equipment, incident/offense reports reviews for quality assurance and to safeguard against any bias-based policing. Monthly review of a random sample of officers' chat messages between cars, attendance records, training records, property and evidence receipts, and other documentation should be implemented by the Office of Professional Standards for quality assurance, safety, and compliance with policies. Furthermore, data reflecting exceptional performance such as no use of sick time, no vehicle accidents, exceptional investigations and actions, and other positive performance indicators should also be captured to balance the scales of performance. These audits and inspections will ensure compliance with general orders and will support an early identification and intervention process in addressing employee behavior. (Recommendation No. 41.)

STRATEGIC PLANNING/PERFORMANCE-BASED MANAGEMENT

At the time of the consultants' site visit, the department did not have a multiyear strategic plan in place. Nevertheless, the MPD is currently operating under an overarching strategy and certainly approaches and accomplishes its work in a strategic manner. What is lacking is a formal, written plan or document to guide and evaluate these efforts. However, a considerable amount of work has been done to prepare the department for engaging in this type of formal strategic planning process.

It is clear that the command staff of the MPD understand and embrace a 'proactive' and strategic orientation towards their work. This is key. This is the characteristic that defines effective police departments, and distinguishes excellent departments from their peers. CPSM has encountered scores of departments the size of the MPD that do not understand or embrace the concept of strategically planning and measuring their operations. Many times, these are excellent departments that simply require more forward-thinking leadership. The MPD, by comparison, has obviously understood and embraced a proactive stance towards its work. The department is currently engaged in the process of reordering and refining many of its internal processes in order to enhance operational efficiency. The current lack of a formal written strategic plan is therefore not a deficiency. The department is engaged in a methodical program of planned change that will take time, but the effort will certainly reap substantial benefits in terms of building capacity, developing personnel, and yielding increased organizational efficiency. Several members of command staff indicated that it was necessary to "put people in their proper positions" within the organizational chart and to introduce them to a more proactive form of policing, prior to actually drafting a specific plan.

The department is presently undergoing a well-developed and effective program of planned change. Rather than abruptly altering policies and procedures, the MPD is progressing in a more logical and methodical manner of development and roll-out. The chief has clearly communicated his personal philosophy and change is occurring methodically. New policies are first developed, then department-wide training is implemented to ensure that all members of the service understand the purpose of each policy, as well as all related practices. Once training is completed, full implementation takes place. This approach has proven to be quite successful as all members of the department interviewed by the consultants indicated that change within the MPD is "ongoing" and that "everyone sees what the plan is and understands what is required [of them]."

Based upon their numerous extended interviews with uniformed and nonsworn members of the department, as well as extensive data and document review, the consultants conclude that there is ample evidence of a clear culture shift within the MPD. Clearly, the department has adopted a more proactive stance towards its work. New strategies and specific performance targets have been identified. Internal performance measures suggest that identified performance targets are now being met (such as the number of traffic citations issued and the number of vehicle accidents taking place).

Overall, this department has adopted a strategic orientation to its work. In other words, a clear direction has been set by the Chief and communicated throughout the department. A number of reasonable and obtainable performance objectives have now been established, such as "reduction of the number of traffic accidents" or "drive down the number of retail thefts." We were provided with numerous examples where the department set specific performance goals and accomplished them. This demonstrates a degree of agility and organizational responsiveness that is characteristic of all proactive police departments.

The consultants were repeatedly advised by members of the department that the Chief has adopted and “pushed a data driven” approach to the department’s work. Based upon numerous in-depth interviews with sworn and nonsworn members of the department it is clear that this performance-based approach to work has been understood and widely embraced. It is also apparent that this new approach is having an impact in terms of overall organizational performance.

The department convenes several types of management meetings. For example, the Chief meets every other week with all Captains, the Records/Communications Manager, and the department’s IT information systems specialist. These meetings are held in the department’s main conference room and are primarily administrative in nature, addressing training, hiring, IT software and equipment, dispatch, etc., yet crime trends and the results of directed enforcement activities may also be discussed. An agenda is prepared in advance, but minutes are not taken.

In addition to the foregoing, the department has recently been scheduling “supervisors’ meetings” which are attended by all members of the department at or above the rank of Sergeant. At the time of the consultants’ site visit there had been three such meetings held. These meetings have not, however, been held each month.

Meetings of this type should be considered a necessity and they should be conducted on a monthly basis.

We were advised that the Chief does not regularly meet individually with the Town Manager to discuss the performance of the department. This practice is highly recommended, as town-wide “department head meetings” do not provide the proper venue for detailed analysis and review of the MPD’s performance data. A separate police department meeting is highly recommended.

At the time of our site visit, a Chief’s Advisory Committee, made up of community leaders such as educators, clergy, business leaders, homeowners, etc. was being formed. Such bodies have been found to be quite helpful in developing and maintaining strong community ties. This effort is strongly encouraged and should continue.

Annual performance evaluations are performed for every uniformed and nonsworn member of the MPD. It should be noted that the town utilizes one standardized employee evaluation form for all town employees. In other words, the form itself is not specific to police work. Forms are used for police officers and dispatchers, as well as employees of the fire department, parks and Recreation department, etc. A separate generic form is used for evaluating supervisors (for all town departments). This is less than optimal.

Evaluation forms should be thoughtfully crafted and should address the various dimensions of police work. Forms should also be used to identify and track the employee’s specific career goals and career path. At minimum, specific forms should be developed for police. Completed forms should serve as a record of all official career coaching and mentoring delivered and received. The consultants discussed this point with members of the MPD during the site visit and were informed that the department is aware of this deficiency and has been working with the town’s human resources department to jointly develop new evaluation forms.

The department utilizes a proprietary software package known as PowerDMS to manage its general orders/rules and regulations and related training. The consultants are quite familiar with this product and have found that it provides added value in a number of similarly-sized American police departments. Power Details is an internet-based management software package that allows the department to manage the offering and tracking of ‘extra duty’

details, such as traffic enforcement and other assignments. Notices for work details are posted early each month and interested officers can apply on a first-come-first-served basis. This program actively tracks these assignments and limits the total amount of overtime hours accumulated by each officer. We note that the Training Sergeant is currently responsible for coordinating the extra duty program. We suggest that, with full implementation of PowerDMS, this function can easily be transferred to a nonsworn member of the department.

Similarly, the Training Sergeant need not be the person responsible for coordinating the bidding process for the department's "wrecker" contract (i.e., contracted vehicle removal and storage company). A civilian could certainly perform this function. The Training Sergeant, or the recommended Lieutenant's position for the Office of Professional Standards, could still be required to perform audits for contract compliance and inspections, as necessary.

The Training Sergeant is also performing additional functions that do not require assignment of a uniformed supervisor, such as selling surplus property to the public via GovDeals and serving as quartermaster for all equipment except firearms. This should be viewed as a needless expenditure of resources that distract the Sergeant from performing more important functions that require performance by a uniformed police supervisor, such as the review of requested or subpoenaed body cam videos prior to delivery to attorneys, etc. American police departments are currently being challenged to design and utilize effective community outreach strategies. This presupposes that police supervisors have time available to them to devote to such undertakings. If additional administrative support can be given to the MPD in general, and the Training/IA Sergeant in particular, the MPD should be able to make necessary advancements in a cost-effective manner.

Recently, an effort has been made to develop detailed position descriptions, listing all duties responsibilities and expectations for every assignment within the department. Detailed job descriptions of this type are a necessity in terms of providing clarity and direction and fostering personal accountability from all uniformed and nonsworn personnel. These descriptions must directly link to the personnel evaluation forms.

Several members of the department are charged with performing an annual review of portions of the department's general orders. For example, the recruiting/background officer is charged with performing annual reviews on general orders pertaining to recruitment and background checks (approximately seven general orders). The review and revision of general orders should be considered a critically important task in terms of maintaining operational efficiency and reducing liability. It is generally recommended that one supervisor be tasked with performing this review. If the department applies for accreditation (as suggested by CPSM), it is recommended that the person serving as "accreditation manager" perform this review.

The department actively monitors the amount of time that patrol officers spend in connection with the processing of arrests. Prisoners are generally not held for extended periods. This alleviates a great deal of liability concerns.

The department does not publish comprehensive annual reports. Rather, for the past several years it has issued "annual crime and service reports." These reports (approximately three pages in length) provide aggregate totals for calls for service handled by the MPD, as well as data concerning reported Uniform Crime Report (UCR) Part 1 offenses. These reports do not provide updates concerning the department's various units, performance targets, or descriptions and results of community outreach activities or initiatives.

Strategic Planning / Performance-Based Management Recommendations:

[The following list of recommendations is one interrelated “family” of recommendations. They are numbered as one continuing group.]

- The supervisor's meetings that are currently being conducted must be continued. These meetings must be scheduled and must take place on a monthly basis. All personnel at or above the rank of Sergeant must be present and actively participate in all supervisors' meetings. (Recommendation No. 42-1.)
- The consultants believe that the department is presently well positioned to begin the process of developing a multiyear strategic plan. We believe that the department should begin to work with internal and external stakeholders to develop and publish a multiyear strategic plan (as opposed to the cursory annual plans required by accreditation authorities). It is imperative that the department develop reasonable and obtainable performance goals as well as mechanisms for tracking the relative degree of progress in achieving these goals from year to year. The development of a functional strategic plan should be considered as a key component of the department's current and change efforts. This should be a thoughtful and inclusive process. (Recommendation No. 42-2.)
- It has been CPSM's experience that most American police departments of the MPD's size do not currently have multiyear strategic plans as described above. Nevertheless, as the community of Matthews continues to develop, as the MPD moves forward, and as continued calls for transparency and accountability by American police departments (see, for example, *Final Report of the President's Task Force on 21st Century Policing*) will only become louder in coming years, it is recommended that the department begin the process of formulating such a plan now. (Recommendation No. 42-3.)
- The department currently has the ability to perform sophisticated analytics in terms of monitoring organizational performance and detecting crime, disorder, and traffic conditions throughout the community. These analytics certainly assist managers in terms of providing decision support. However, the department currently lacks sufficient administrative and analytical support to maximize these efforts and properly leverage the resulting data. With additional administrative and analytical support (such as the hiring of a full-time crime analyst and additional clerical support) the department's leadership will regularly be provided with a view of the entire organizational landscape; that is, regularly obtain an accurate view of subtle changes in the internal and external work environments and actively engage in “systems thinking” as the ordinary course of business. We believe that the hiring of a full-time crime analyst will yield considerable benefits and greatly enhance operations. (Recommendation No. 42-4.)
- The monthly supervisors' meetings should be more structured and somewhat more substantive. Supervisors' meetings should frequently reference the multiyear department strategic plan, as well as individual unit goals, as a means of checking overall progress toward these stated goals. (Recommendation No. 42-5.)
- All police departments of the MPD's size require frequent senior staff meetings to ensure coordination and the free flow of information. It is therefore recommended that the department continue to schedule and hold senior command staff meetings (i.e., meetings between the chief and the three captains) as necessary. However, it is likely that a significant portion of the items addressed at these meetings can more properly and effectively be addressed at enhanced supervisors' meetings (for sergeants and above), as described below. (Recommendation No. 42-6.)

- All the department's operational and support units should be represented at all supervisors' meetings. This would include patrol, detectives, SROs, dispatch, training, etc. This will ensure open channels of communication and foster organizational learning. (Recommendation No. 42-7.)
- An agenda should be published in advance of all supervisors' meetings. All supervisors should be encouraged to suggest agenda items, as necessary. (Recommendation No. 42-8.)
- A review of patrol operations, detective investigations and case updates, narcotics enforcement, traffic analysis and enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every meeting. (Recommendation No. 42-9.)
- Minutes should be recorded and maintained for the purpose of appropriate follow-up at subsequent meetings. Minutes should be distributed to all participants via the department's e-mail system. (Recommendation No. 42-10.)
- As each serious crime is discussed, field supervisors and detectives should continue to be challenged to explain what investigatory steps were taken after each incident, such as debriefs of suspects and witnesses and the canvassing of neighborhoods. These discussions would involve members of the department's other units, as necessary. (Recommendation No. 42-11.)
- It is recommended that the department review the performance information that is currently being compiled and referred to during supervisors' meetings and more informal unit-wide meetings (such as detectives' meetings) with an eye toward combining the information into a [single] usable performance measurement system or template. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard, the information is more likely to be regularly consulted/retrieved by managers and used to actively manage daily operations. In essence, this dashboard can serve as an activity report or performance assessment for the entire agency and can be consulted daily by police supervisors. It is critical to have a central source of key performance data. Multiple sources and locations of information hinder the department's ability to engage in proactive management. It is critical that the department task one member of the service to obtain timely and accurate data to be used in this manner and incorporate it into the "monthly stat reports" that are currently being prepared. This need not be the crime analyst. All that is required is that the individual [perhaps a newly-hired administrative assistant] be adept at querying the department's various databases in order to obtain timely and accurate performance data. The Chief and the captains should not be primarily responsible for this important task. (Recommendation No. 42-12.)
- The monthly reports that are currently being prepared can form the basis of a data dashboard system that can record and track any or all the following performance indicators: (Recommendation No. 42-13.)
 - The total number of training hours performed, and the type and total number of personnel trained.
 - The type and number of use-of-force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances.
 - The geographic location (i.e., zone) and time of all arrests.
 - The geographic location and time of citations issued.
 - The type and number of civilian and internal complaints (and dispositions).
 - The type, number, location, and time of civilian vehicle accidents.

- The type, number, location, and time of department vehicle accidents, both “at fault” and “no fault” accidents.
- The type, number, location, and nature of all firearm discharges.
- The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.).
- The type, location, and number of any Terry stops (i.e., investigatory stops of suspects, otherwise known as stop, question, and frisks, or field investigations) performed, as well as a description of all individuals involved, and a description of all actions taken. Data obtained in connection with these stops should be analyzed and actively tracked. This means that it is imperative that officers record all such investigative encounters in the department’s RMS. It is important for the department to know: 1) how many stops are being made, 2) by whom, 3) who is being stopped, 4) where, 5) when, and 6) for what reason(s). Note: Information of this type is recommended by the Final Report of the President’s Task Force on 21st Century Policing.
- Response times to calls for service should be actively monitored. The department must develop the ability to actively monitor response to the highest priority calls. (Recommendation No. 42-14.)
- It is recommended that the department identify a useful subset of information from these databases and combine them into a user-friendly data dashboard. (Recommendation No. 42-15.)
- An effective performance dashboard should also include traditional administrative and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime. (Recommendation No. 42-16.)
- It is likely that a variety of administrative issues will be raised during supervisors’ meetings. For example, a meeting might address an increase in overtime that was experienced as a result of directed patrols, or budgetary issues relating to the purchase of equipment. Many police departments across the country have found that meetings that were originally designed for crime-fighting purposes quickly evolve into crime-fighting meetings that regularly address relevant administrative issues and provide meaningful feedback concerning the department’s relative degree of success in achieving goals that are stated in its multiyear strategic plan. CPSM recommends that the department remain open to introducing into supervisors’ meetings any relevant administrative issues as they arise. (Recommendation No. 42-17.)
- The specific performance measures to be tracked and reported at supervisors’ meetings and/or included in the data dashboard are entirely at the discretion of the department. All police agencies have unique missions, challenges, and demands. Additionally, Matthews is a unique community. Outside performance benchmarks or measures should not be imposed upon the department; they should be derived from within. It is recommended that all members of the department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed. (Recommendation No. 42-18.)
- It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals to determine seasonal variation and to obtain overall performance levels for the agency. There is likely to be much seasonal variation in the work of the department. Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from analyzing when and where department-involved vehicle accidents occur. This

performance information is invaluable in terms of determining optimum staffing and resource levels. (Recommendation No. 42-19.)

- The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all members of the department. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified later. These indicators should always form the basis of discussions at staff meetings. (Recommendation No. 42-20.)
- As stated above, the department must identify one individual to search its data systems to regularly produce internal performance data to be used at supervisors' meetings. This should likely be an administrative assistant. It is recommended that the department's crime analyst focus on the production of crime data and draw useful administrative data from its internal systems (such as overtime expenditures by unit, training and budget data) to be presented at supervisors' and command staff meetings. (Recommendation No. 42-21.)
- Any substantive changes to the current performance management framework or meeting schedule must be communicated to, understood by, and acted upon by all members of the department. (Recommendation No. 42-22.)
- The questioning of patrol supervisors and detectives must take the form of a collaborative dialogue. In other words, there must be an active give-and-take in which field personnel are challenged to explain why crime is occurring and to set out their plans for crime reduction. A critical aspect of these discussions is to identify lessons learned. There is a critical distinction between holding patrol and detective supervisors personally accountable for these crimes (which they, obviously, have no responsibility for), and holding them accountable for using best efforts to address and respond to these crimes in an effort to reduce future occurrences. (Recommendation No. 42-23.)
- Open discussions of this type challenge managers and enhance organizational learning opportunities. Supervisors' meetings should be used to reflect upon the following questions: What is happening (in the community)?; How do we know this?; What should be done?; Are our efforts having any effect?; and, How can we tell? (Recommendation No. 42-24.)
- The discussions and issues addressed at these meetings must relate directly to the department's strategic plan and stated goals, for example, "a town-wide reduction in the number of domestic violence incidents" or "a 20 percent reduction in motor vehicle accidents with personal injuries." (Recommendation No. 42-25.)
- It must be mentioned again that training must be represented and must actively participate at all supervisors' meetings. The training officer must be intimately involved in reviewing current police practices and policies, use of force reports, etc., to identify future training opportunities, assist in the selection of equipment and technology, and to actively participate in the department's overall safety, enforcement, and risk management functions. (Recommendation No. 42-26.)
- CPSM recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, supervisors' meetings should include and involve rank-and-file personnel (police officers) whenever possible to obtain their perspectives concerning current patrol operations, community relations, and organizational challenges and opportunities. Authentic and spontaneous dialogue should be encouraged at these meetings. Wide participation should be encouraged as the department continues its program of planned change. (Recommendation No. 42-27.)
- Supervisors' meetings should not be used primarily as a recapitulation of past events. Rather they should be used to generate new knowledge and specific action plans. Supervisors'

meetings have great potential for encouraging brainstorming and innovative problem solving. (Recommendation No. 42-28.)

- The department's crime analyst should be present at all supervisors' meetings and should be utilized to measure the relative effectiveness of major initiatives such as increased enforcement activities in designated hot spots. If directed patrols or undercover operations are planned (such as an upcoming selective enforcement unit operation), police supervisors should be asked in advance to define what success looks like. In other words, if such initiatives are undertaken, the crime analyst would be asked to determine whether desired results were obtained. Results would then be shared openly during staff meetings. (Recommendation No. 42-29.)
- Regardless of whether the supervisors' meetings will address matters beyond traditional crime-fighting issues, the department should develop a comprehensive system (i.e., a data dashboard) for reviewing and regularly reporting out department-wide performance data. Clearly, the department must enhance both the quality and quantity of information that it routinely provides to the Town Manager. (Recommendation No. 42-30.)
- A distinction must be made between performance measurement that is undertaken for internal purposes (that is, for the purpose of managing police operations via staff meetings) and performance measurement for the primary or exclusive purpose of reporting out to town officials or other entities. Not all internal performance data should be reported out. Therefore, the department should carefully select those metrics that are believed to be relevant for purposes of public reporting. Town officials must be engaged in the process of selecting performance categories that are most useful. Once this decision is made, a template or "dashboard" could easily be developed so that any reports that are forwarded to third parties will appear in a standardized fashion. Performance indicators can be added or removed as necessary. Narrative reports or memoranda should only be used to supplement information provided in these reports. They should not be used as the primary means of transmitting this information. (Recommendation No. 42-31.)
- It is therefore recommended that the department utilize a standard template to convey pertinent performance information to town officials. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that the Chief and Town Manager agree to include. (Recommendation No. 42-32.)
- The Chief must continue to meet with the Town Manager on a bi-weekly basis to discuss the ongoing management of the department. (Recommendation No. 42-33.)
- The department must identify one individual to search its data systems to regularly produce internal performance data to be used at these monthly meetings between the Chief and the Town Manager. This could certainly be the criminal intelligence analyst. Aggregate data should be broken down and fully analyzed whenever possible. For example, the department must continually report who is accumulating overtime, when, and why? (Recommendation No. 42-34.)
- CPSM recognizes that both the town and the department do have virtually all of this information in their possession. But mere access is not sufficient. This information must be shared, analyzed, and used as the basis of substantive discussions between the Chief and the Town Manager about organizational performance and effectiveness. In this way, future meetings between the Chief and the Town Manager will become far more substantive. (Recommendation No. 42-35.)

- The exact list of performance indicators discussed at these enhanced monthly meetings should be determined by the Chief and town officials. The important thing is that: 1) regular (i.e., monthly) meetings take place, 2) that timely and accurate performance information be conveyed on a regular basis to town officials, and 3) that performance discussions follow a uniform/standardized template or format. (Recommendation No. 42-36.)
- The Town Manager must make it a priority to meet individually with the Chief to discuss the department's monthly performance. (Recommendation No. 42-37.)
- The department should consider convening risk management meetings that are attended by senior management, the department's training officer, the town's human resource director, and the town attorney's office. These meetings should take place semi-annually and should be used as an opportunity to review the department's past safety, use-of-force, driving, and disciplinary records, and to proactively plan to reduce risk in terms of officer safety and civil liability. Such meetings would perform a much-needed practical function, would foster a culture of safety, and would also serve to enhance officer morale. (Recommendation No. 42-38.)
- CPSM finds that the department certainly does plan its operations strategically. However, we cannot overstate the importance of having a formal (i.e., written and approved) multiyear strategic planning document that has been developed openly and collaboratively. Therefore, we highly recommended that the department develop a comprehensive written strategic planning document that includes specific goals and objectives for the department, as well as all operational units. Once it is developed and properly vetted, this plan should be broadly communicated within the department and throughout the community. (Recommendation No. 42-39.)
- The department should prepare and publish comprehensive annual reports. Annual reports should not, however, simply contain aggregate data for work performed during the previous year. Annual reports must make explicit reference to the department's overall strategic plan. Specifically, annual reports should contain stated goals and objectives that have been identified for the period in question and should demonstrate the relative degree of progress/success the department has had in achieving each of these goals. (Recommendation No. 42-40.)
- Unit goals and individual performance targets and goals for members of the service should all be linked in some way to the goals and objectives that have been identified in the department's overarching strategic plan. Ideally, the department's strategic plan would be directly linked to the goals of each of its operating units and to the annual performance evaluations of personnel. (Recommendation No. 42-41.)
- CPSM recommends that the Chief continue his efforts to establish a formal Chief's Advisory Group. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who would meet with the Chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many American police departments in terms of building trust and legitimacy by illustrating to community leaders that the department engages in procedural justice and fairness under the law. It should be noted that such a body would be advisory in nature and would not have the authority to formally review or revise department policy, procedures, or tactics. If a more formal citizens' advisory committee is desired, it is recommended that the department and town officials engage the town council and other stakeholders within the community to consider the scope and authority of such a body. (Recommendation No. 42-42.)

- The number of false alarm responses, identified chronic locations, and citations issued for false alarms should all be actively monitored and reported upon at monthly supervisors' meetings and to the Town Manager. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to identify the causes of the false alarms. (Recommendation No. 42-43.)
- False alarm reduction should be considered a priority and a major goal of the MPD and should be included in its multi-year strategic plan (e.g., reduce the total number of false alarms responses during 2018 by 10 percent). These efforts must be coordinated with an effective community outreach and information campaign to convey the importance of false alarm reduction. (Recommendation No. 42-44.)
- Relieve the Training Sergeant of responsibility for coordinating the extra duty program. Assign this function to a nonsworn, civilian member of the department. (Recommendation No. 42-45.)
- Relieve the Training Sergeant of responsibility for coordinating the bidding process for the department's "wrecker contract." Assign this function to a nonsworn, civilian member of the department. (Recommendation No. 42-46.)
- Relieve the Training Sergeant of responsibility for serving as quartermaster and disposing of property via GovDeals. Assign this function to a nonsworn, civilian member of the department. (Recommendation No. 42-47.)
- Senior staff should look to the accreditation guidelines of the Commission on Accreditation for Law Enforcement Agencies (CALEA) for guidance in incorporating the above recommendations and designing its new performance measurement system. (Recommendation No. 42-48.)

ADMINISTRATIVE STRUCTURE AND SUPPORT

The MPD is somewhat unique in that it does not have sworn personnel assigned at the rank of Lieutenant. Most similarly sized police departments would, in fact, have personnel assigned at the rank of Lieutenant and/or Major. The consultants have observed several other departments that similarly lacked Lieutenant positions and found that these departments experienced somewhat of a gap in the traditional chain of command. This is likely occurring within the MPD. For example, without Lieutenants, all of the MPD's Sergeants report directly to a Captain. If a particular Sergeant is unavailable (e.g., on vacation or out sick), the Captain is required to fill in and perform the duties generally reserved for a Sergeant. This is inefficient and serves as an unnecessary impediment to the traditional chain of command.

Throughout the consultants' site visit it was continually noted that this department currently lacks administrative and/or clerical support at several positions throughout the organizational chart. We were advised that the department underwent an extended period of time where a growing list of duties and responsibilities were redistributed to existing personnel within the department, rather than making a new hire. While such cost-savings efforts are indeed commendable, it is not uncommon for employees who are performing multiple functions, or "wearing many hats" in the workplace, to become less than effective in each of the roles. CPSM has found that there is often a point where additional administrative support at key positions within the organizational chart can free up personnel to engage in other more efficient expenditures of time. An additional layer of administrative support, such as the creation of Lieutenant positions, could do much to move this department further. Additionally, the addition of a full-time administrative assistant to the Chief would relieve others within the department of a host of administrative and

clerical duties and allow them to focus upon managing, planning, and engaging in more proactive efforts.

Specifically, there is no administrative assistant assigned to the Chief. Thus, the Chief is regularly required to perform routine administrative and clerical tasks that should be performed by nonsworn personnel.

The Manager of the Records and Communications Division is also frequently called upon to assist the Chief with routine administrative tasks. However, this takes her away from her myriad other duties and responsibilities. In addition to her general supervisory duties related to communications and records personnel, the Records/Communications Supervisor is also responsible for: assisting with budget preparation and contract negotiations; maintaining accounts payable files including receipt of invoices and credit card receipts; reconciling accounts from vendors to ensure compliance with all record-keeping requirements; administering and validating the department's DMV accident report database; serving as department computer network administrator and assisting the IT technician as necessary; serving as department administrator to CJLEADS, NCAWARE, and LINX; overseeing annual data audits; managing the purchase of general office supplies, equipment, uniforms, and cell phones; and serving as agency terminal access coordinator (TAC) for DCI. A newly hired full- or part-time administrative assistant would do much to relieve both the Chief and the Records/Communications Manager of a number of more routine administrative tasks.

Additionally, the MPD's Investigations Division and Administrative Division do not have a designated full- or part-time administrative assistant. This again means that detectives and their supervisors are frequently called upon to perform routine clerical and administrative tasks such as data entry and queries concerning warrants, missing persons, etc. Again, the manager of the Records and Communications Division is regularly called upon to provide additional administrative support.

Failure to have sufficient administrative support in these key areas results in needless organizational inefficiencies. Often, the costs associated with adding nonsworn administrative and clerical support are recouped in terms of greater efficiencies.

Administrative Support Recommendation:

- Add a full- or part-time position to serve as Administrative Assistant to the Chief. (Clerical assistance to the Investigations Division and Administrative Division has been discussed and recommended in other sections of this report.) (Recommendation No. 43.)

TRAINING

The department's Training Unit is staffed by one Sergeant and one police officer. This is likely an appropriate staffing level for a department the size of the MPD.

The training budget has remained relatively stable in recent years. However, during 2018, the training budget for the Patrol Division and Communications Section was enhanced significantly.

The MPD utilizes three regional training academies for both basic/recruit school training and in-service training. They are: Central Piedmont Community College in Huntersville, North Carolina; South Piedmont Community College in Monroe, North Carolina; and Stanly Community College in Albemarle, North Carolina.

Basic Law Enforcement Training (BLET) / Recruit Training

The department rarely hires an individual first and then sends him/her to a regional police academy. Instead, individuals who are seeking appointment as a police officer are encouraged to arrange for their own training and then apply for employment upon graduation. In North Carolina, most police academies are established at regional community colleges. Several large cities sponsor their own academies.

Lateral hires, that is, individuals who have served as police officers in another state or have worked inside North Carolina but have not been employed as a police officer within the past three years will be enrolled in an expedited NCBLET program. These individuals are also required to take and pass the North Carolina criminal justice standards state examination.

The North Carolina BLET program consists of 626 hours of classroom and practical training. At the conclusion of the course of training, recruits take the state examination, which consists of approximately 300 questions. This examination is broken down into course topics, and a passing grade is a minimum of 70 percent correct in each topic.

Field Training

Upon completion of academy training, probationary officers are assigned to field training. The MPD has a uniform policy and procedure for the administration and assessment of training of all probationary officers (General Order 03.03).

The probationary period lasts for a period of one year from the date of completion of field training. The town also has a six-month probation period from the initial date of hire.

The Training Sergeant is designated as the "Field Training Coordinator" and is responsible for the operation and oversight of the department's field training program,

The field training program for probationary officers lasts for approximately 18 weeks. This period may be shortened depending upon the new officer's length of previous training or service with another agency. Additionally, the training period can be extended until the probationary officer has successfully completed all of the included training areas.

Probationary officers work during both day and night shifts and spend time in all operational areas of the department.

A field training program team, consisting of the probationary officer's two FTOs and their Sergeant is responsible for the overall development and assessment of the probationary officer's performance. Daily progress reports are prepared after each shift, noting all performances and observed deficiencies. The Sergeant also completes a weekly progress report and periodically review these reports with the division Captain during the training period. FTOs interact frequently with their Sergeant; however, there is no requirement for weekly meetings between the Sergeant and FTOs.

Training is broken into distinct phases. During the first work week, the probationary officer serves simply as a passenger in the FTO's patrol vehicle, taking no official action unless directed. The purpose of this phase of training is to provide an orientation and to familiarize the probationary officer with the community and the general operational procedures of the department. During the next five work weeks, the probationary officer will be assigned as many of the enumerated "tasks" (contained in the field training guide) as possible. These written tasks (e.g., computer use and maintenance, radio use and maintenance, response tactics to calls for service, etc.) were

reviewed and found to be clearly written, comprehensive, and appropriate for their intended use.

Probationary officers observe and train in all operational areas of the department, including Criminal Investigations, Animal Control, K-9, support services, community resource officer, Training, Records Division, and Special Response Team (SRT). During the sixth week, the probationary officer will rotate to his/her secondary FTO on the opposite work shift. This period will last for approximately six weeks. Every effort is made to ensure that the probationary officer is continually observed and assessed by multiple certified trainers.

During the final week of training, the role of the FTO is simply assessment and evaluation, as the probationary officer is directed to assume full control and authority of all actions and responses. A final review of the probationary officer's performance during the entire field training program, in terms of acquired knowledge and demonstrated skills such as vehicle operation, knowledge of law and department rules and procedures, tactics, community relations, etc., is conducted by the field training program team and the division Captain. A recommendation is then made as to whether the probationary officer should be released from the field training program, having fully and successfully demonstrated all required tasks; have his/her field training period extended; or be dismissed from employment.

Evaluation forms and progress reports were found to be well-structured and appropriate for their intended use. An evaluation guide is provided to establish standards and performance expectations.

The department's field training manual, which is provided to all probationary police officers, was reviewed and found to be clearly written, comprehensive, well indexed, and appropriate for its intended purpose.

The department's field training materials and related policies and practices concerning field training generally meet or exceed the quality of those of similarly sized American police agencies. At the time of our site visit, the department had approximately 12 certified field training officers. Of this group, approximately four or five of these FTOs are routinely involved in field training, while the rest of the cohort are performing other functions such as CID or SRO officers.

The Training Sergeant is assigned as supervisor of the field training program. It should be noted that some departments the size of the MPD assign the field training supervision assignment to patrol. CPSM recommends transferring the field training program to Patrol to be supervised by the recommended two new Lieutenant positions.

On appointment to the MPD, all newly hired police officers spend one orientation/training day with town employees, in order to learn about general policies relevant to all town employees.

Field Training Recommendations:

- The orientation provided to trainees by records clerks should be enhanced. It is likely that operational efficiency will be improved if nonsworn records clerks have greater access to officers early in their careers. (Recommendation No. 44.)
- During the PowerDMS "phase-in" period, an effort should be made to enhance the amount and quality of user training being provided to probationary officers. (Recommendation No. 45.)

- CPSM recommends transferring the field training program to Patrol to be supervised by the recommended two new Lieutenant positions. (Recommendation No. 46.)

In-service Training

The North Carolina Criminal Justice Training and Standards Commission (NCCJTSC) promulgates rules for continuing education for police officers. Currently, the commission mandates a total of 24 hours per year of mandatory in-service training in order to maintain certification as a police officer. Six of these hours must be dedicated to firearms recertifications. The required training changes from year to year with only the legal update, firearms, combat course and juvenile/minority sensitivity course being mandatory each year.

The consultants were advised that a significant amount of training was being canceled or requests denied because of insufficient patrol staffing. While the maintenance of minimum patrol staffing is of utmost importance to all departments, we stress that police training is not a luxury, it is a necessity. From a risk management standpoint, postponed or canceled training represents a liability risk to the town, the department, and its employees.

The list of state-mandated training courses is published each year in January. When a mandated course is identified, for example the course in juvenile/minority sensitivity training (JMST), a fully developed and approved lesson plan is provided. Rather than assign one of its certified general topics instructors to present this lesson in house, the MPD will instead assign this lesson to all of its officers and require them to successfully complete the course online within a two-month period. The MPD does, however, deliver in-service training in a classroom setting at the headquarters building. During our site visit, a firearms lesson relating to use of force was being conducted in the training room. State approved lesson plans are used. The MPD may choose to supplement these materials, but is required to cover the approved material at a minimum. The MPD has a number of officers who are certified general topics and special topics (e.g., hazmat, CPR) instructors. CPSM found that the MPD properly maintains all training certificates, lesson plans, and related training materials. A sample of lesson plans was reviewed and found to be appropriate in terms of structure and content.

The majority of in-house training lessons delivered by the MPD relate to certification maintenance in the area of firearms, Taser, baton, OC spray, etc.

The MPD provides its officers with more firearms training than is required by the NCCJTSC. Indeed, the total amount of in-service training provided to MPD officers far exceeds state minimums. We were advised that MPD officers received, on average, 46 hours of in-service training during 2016. In 2017, the average was 40 hours of training. The consultants found evidence that the MPD's Training Unit has a proactive orientation. In other words, members of the Training Unit review police reports in an effort to identify training opportunities. One example of this was an incident where an officer shot a dog. The training opportunity was identified and additional firearms training was provided. Many departments the size of the MPD have training units that lack this type of proactive orientation. From a risk management standpoint, the MPD's Training Unit should be encouraged to maintain this proactive stance. Reports of these proactive efforts should be made at the department's monthly supervisors' meetings.

Officers are encouraged to identify on-line or off-site training programs that would enhance their skills and knowledge base. Requests for training are submitted to the officer's immediate supervisor. Once approved, the request is forwarded to the Training Unit. The police officer assigned to the Training Unit will then contact the school and enroll the officer (this is a function that could certainly be performed by an administrative assistant). Officers will attend this type of training on comp time or overtime. Training requests have been denied in the past, primarily for

purposes of maintaining minimum staffing. Any training request that would cost more than \$100 must be approved by the Captain.

A considerable amount of in-service training is delivered on-line, via the N.C. Justice Academy. PowerDMS will enable the department to deliver additional on-line training. Implementation of a system such as this is a very large undertaking. From a technical standpoint, implementation is rather straightforward for a department with a superior IT infrastructure, such as the MPD. What the consultants have observed elsewhere is that the majority of implementation expenditures relate to training and development of personnel concerning the system's use. The key is to fully and properly utilize this product and all of its available modules and functions.

The department does not have a formal, multiyear training plan with articulated training goals and assessment measures. Rather, it utilizes an annual training calendar or schedule. The consultants reviewed the 2017 and 2018 training calendars and found them to include training modules mostly related to mandatory recertifications in such areas as rifle and handgun qualification, CPR, etc. The calendar contained several other useful and timely topics that were delivered online or off site.

The consultants reviewed the department's procedures for requesting, approving, and recording in-service training and found them to be appropriate.

A local attorney is engaged by the town as "police attorney." This individual regularly provides "legal update" lessons to uniformed members of the department. Lesson plans for these sessions are prepared and provided by the state.

The MPD has regularly participated in "active shooter" training exercises at area schools and businesses. These are joint exercises with the fire department and emergency medical service (EMS). The department has not conducted such exercises in a school that was in session (that is, filled with students). It should be noted that CPSM's site visit team recently performed a study in a community that suffered a large-scale mass shooting. Community members there are now asking whether it is wise to exclude teachers and students from these, unfortunately, necessary exercises. CPSM makes no particular recommendation regarding the MPD but notes that some communities are now carefully crafting such exercises, or a version thereof, for scheduling during a regular school day.

In addition to the training facilities mentioned above, the MPD also utilizes the North Carolina Justice Academy West campus in Edneyville, North Carolina, and the North Carolina Justice Academy East campus in Salemborg, North Carolina, for specialized training, such as DUI enforcement, field training officer (FTO) certification, driving instructor certification, etc.

Several members of the department of various ranks possess general and special topics training certifications and have delivered training at the regional police academies. The MPD has excellent relationships with the staffs of all regional academies.

At the time of our site visit, the work schedules for patrol officers did not provide for any overlap (i.e., a period of time in which two shifts were working at the same time). As a result, the department has been providing training to its officers on an overtime basis rather than during the normal workday, resulting in additional overtime expenditures.

Officers are required to undergo firearms training and certification two times a year (fall and spring). The department recently invested in a state-of-the-art firearms simulator. A suitable location for this equipment has already been identified.

Members of the department who are also members of the joint SRT undergo a considerable amount of additional training in order to maintain their specialized certifications.

Due to general staffing challenges, the department has experienced somewhat of a challenge with regard to delivery of training concerning the use of PowerDMS. Several members of the department indicated that the overall quality and quantity of training would be enhanced if additional time was made available for end-user training.

Supervisor Training / Executive Development

Upon promotion to either the rank of Corporal or Sergeant, an individual will be sent to a first-line supervisor training course offered at a regional training facility. Newly promoted supervisors will be sent to this course "as quickly as possible after promotion." Individuals promoted to the rank of Captain attend a law enforcement executive program offered through North Carolina State University. This course takes place off-site one week per month over a six-month period. Accommodations and related costs total approximately \$3,000 per individual.

The Chief and one of the Captains are graduates of the FBI National Academy. Another Captain is scheduled to attend the FBI Academy during January 2019. The consultants were advised by several individuals that the department's current administration "values executive development."

The department has recently undertaken efforts to develop its own "in-house" supervisor training. Efforts of this type are a very important and effective means of developing and guiding a department's management culture.

Training Recommendations:

- The duties and responsibilities associated with the position of "training officer" should be enhanced. The training officer should take an active role in reviewing and reporting on both the quantity and quality of training received by members of the department. The Training Sergeant should review all use of force reports, firearms discharge reports, department vehicle accident reports, and line of duty injury reports to identify training or retraining opportunities. (Recommendation No. 47.)
- The Training Sergeant must attend and actively participate in all monthly supervisors' meetings. The primary purpose of this participation will be to identify training opportunities and to report on current training efforts. (Recommendation No. 48.)
- The department should develop a multiyear training plan. This training plan should identify specific training goals and objectives for all units, and all sworn and nonsworn members of the department, and should be incorporated into the department's newly created overall multiyear strategic plan. The department's Training Sergeant would be chiefly responsible for developing, reviewing, and revising the training plan as necessary. (Recommendation No. 49.)
- The department should create a training committee. This would be a body of sworn and non-sworn employees of various ranks, chaired by the department's Training Sergeant. The committee would consider the training needs of the department and set the agenda and specific training goals for the entire department. The training committee would also solicit ideas, identify operational problems and training opportunities, formulate specific training plans, and evaluate and report on the success of training received by members of the department. (Recommendation No. 50.)
- The department should include nonsworn personnel on the training committee, such as representatives from the Communications Section, Records Unit, etc. The training committee

should consider and address the training needs of all members of the department. (Recommendation No. 51.)

- The training committee should assist the Training Sergeant in the development and review of a written, comprehensive, multiyear training plan. This plan should include distinct, measurable training goals for the entire department (i.e., for each of its units). It should be revised as necessary. (Recommendation No. 52.)
- The training officer and the training committee should be charged with performing and presenting a retention study for both police officers and dispatchers. (Recommendation No. 53.)
- The department should continue to encourage and actively support members of the department to apply to the FBI National Academy. (Recommendation No. 54.)

RECRUITMENT AND SELECTION

The recruitment, hiring, and selection processes of the MPD were recently revised. New guidelines and procedures are set forth in Section 18 of the department's general orders

The department has created and maintains a dedicated recruiting website (www.Matthewsnc.gov/police). This site contains information regarding entry-level and lateral police officer positions. The department utilizes other media to advertise position vacancies including recruiting brochures, newspaper advertisements, public service announcements on radio and television, and Internet postings and bulletin boards.

Applicants must be at least 20 years of age at the date of application and 21 years of age at the time of hire. They must also have earned at least a high school diploma or GED.

The MPD's entry level hiring and selection process is comprised of several steps and is divided into two stages, the pre-offer stage (steps 1 through 5) and the post-offer stage (covering the remaining steps).

The human resources office posts announcements for open police officer and dispatcher positions. These postings are transmitted online via NEOGOV. NEOGOV enables the department to maintain the applicant database, send notifications to applicants at each step of the process, and facilitates online tests and interview scheduling. From June 2017 through December 2018 the department received 350 applications for police officer and 371 applications for dispatcher positions via NEOGOV. Once postings are closed, the Administrative Division Captain and Training Sergeant meet or confer in order to determine which police applicants to interview. A template of standardized questions has been developed for candidate interviews. A panel board is convened, and applicants are interviewed and evaluated. Finalists are then scheduled for personal interviews with the chief. Once candidates are selected, a conditional offer of employment will be conveyed. Applicants then undergo the background investigation/testing/hiring process described elsewhere in this report.

A police officer is assigned as recruiting/background officer. This individual is chiefly responsible for designing and distributing brochures and media information concerning open positions within the MPD. This officer continually interacts with area colleges and universities, police academies, military posts, etc. in order to identify and recruit potential candidates. Additionally, he is charged with compiling data concerning the salaries, benefits, and other compensation offered by other police departments in the region. It should be noted that applicants who have served within military police (MP) units are not required to undergo the full police academy recruit training curriculum. This is an interesting and particularly useful benefit to these military personnel.

The recruitment unit supervisor is responsible for annually evaluating the techniques and results of the department's various recruiting efforts in order to ensure that the department is reaching as many qualified applicants as possible.

As stated above, the MPD has established and maintains strong ties with regional police academies and their faculties. Indeed, several members of the MPD of various ranks have taught at these academies. These relationships are an invaluable source of information concerning viable candidates.

For the past several years, the consultants have observed a nationwide shortage in qualified police applicants. North Carolina is no exception. We are frequently advised by recruiting officers that "nobody wants to do the job anymore." Additionally, when a large municipal police department such as Charlotte undertakes a hiring initiative, there will be a resulting shortage of viable candidates for other area departments. Despite these challenges, the MPD has been quite successful at developing and maintaining institutional contacts and utilizing an array of recruitment advertising techniques in order to identify and attract viable candidates. It is to be commended for its efforts.

The MPD typically loses approximately one or two officers per year through natural attrition. For a period of time (approximately the last three years) the department could not keep up in terms of hiring replacements for current vacancies. Recently, however, the department has been able to hire sufficient personnel to offset attrition. In 2016, the department sent two individuals for "partial enrollment" at a regional police academy. These were lateral hires who had served as police officers elsewhere and were not required to undergo the full course of recruit training. The exact course and extent of training is determined by which state the lateral hire was formerly employed in.

PROMOTIONS / SPECIAL ASSIGNMENTS

A more structured process for promotion and special assignments has been developed and implemented (See General Order .02.10). The department now utilizes the services of a private vendor (Developmental Associates) to conduct assessment centers for promotion to all supervisory ranks. For example, the process for promotion to the rank of sergeant entails an oral interview and a scenario-based in-basket exercise that is linked to job task analysis. In addition to the services provided by Developmental Associates, the Chief has supplemented the promotion process by requiring an internal assessment. Applicants and their direct supervisors are also required to advocate for an applicant's promotion to an internal review board. During interviews, candidates are encouraged to "sell themselves." Direct supervisors are utilized to provide verification and further analysis.

The consultants conclude that this process is appropriate and meets or exceeds the quality of processes utilized by similarly sized American police departments.

The department does not utilize any type of written examination for promotion to a supervisory rank. However, in light of the overall process, the absence of a written examination is not critical.

The MPD has somewhat of an unusual process for promotion in that a police officer may apply for promotion to either Corporal or Sergeant. As a result, it is possible for a police officer to be promoted directly to the rank of Sergeant without having ever been a Corporal. This unnecessarily complicates the chain of command, as it can undermine the authority of Corporals. It can also severely damage morale.

As the department presently does not have members of the service at the rank of Lieutenant, Sergeants are able to promote to or be appointed to the rank of Captain if that individual has completed at least one year of service with the department at the rank of Sergeant prior to the announcement date (G.O. .02.10.10 (4)).

There are also provisions for appointment to acting ranks. The promotion process includes completion of a promotion potential assessment form (ADM-015) which will be completed by the candidate. The characteristics to be evaluated via this form and its contents include professional knowledge, problem-solving, interpersonal skills, administrative competence, operational performance, community outreach efforts, and ethical leadership. These forms are reviewed and signed by the candidate's supervisor.

Promotions Process Recommendations:

- The town should work with the department to alter the promotion process to ensure that police officers promote to the rank of Corporal prior to attaining the rank of Sergeant. (Recommendation No. 55.)
- The consultants believe that the department's current process for evaluating candidates for promotion to supervisory ranks is certainly adequate. It is, however, time-consuming and labor-intensive. The department might wish to consider also administering a written examination, in addition to the above process, simply in order to reduce the number of qualified candidates who are subjected to the entire review process. (Recommendation No. 56.)

PROPERTY AND EVIDENCE MANAGEMENT

It should be noted that the consultants were directed to perform an "as is" assessment of current policies and practices regarding all functions, including that of property and evidence management. Therefore, we did not engage in any detailed review or analysis of any past practices, policies, or events.

At the time of our site visit, the property and evidence management function was being performed by a nonsworn Property and Evidence Technician. This individual is certified by the North Carolina Association of Property and Evidence (NCAPE) and regularly attends professional conferences and trainings sponsored by that body. The Property and Evidence Technician reports directly to the narcotics Sergeant.

The property and evidence module of the department's Southern Software RMS is used for managing the receipt, retention, transfer, and disposal of all items.

The property and evidence that is received by the department is processed and stored within the police headquarters building.

At the time of our visit, the outer door to the property office was secured by an electronic key card reader. This device records information (name, time, and date of entry) for all individuals entering the room via personal ID cards or key fobs. Electronic card access devices are installed throughout the headquarters building. Two video cameras are installed at either end of the hall leading to the property and evidence office.

Procedures for the intake, safeguarding, and disposition of property, and maintaining chain of custody for evidence, etc., are set forth in the department's general orders (General Order .07.02). They were reviewed and found to be appropriate and consistent with those of similarly sized departments.

Security and access control for all areas were found to be appropriate.

There is an evidence processing area on the main floor of the headquarters building. This “bag and tag” area was inspected and found to be suitable for its intended purposes. The area is monitored by a video camera. Policies and procedures regarding the weighing and packaging of seized narcotics and the double counting of currency were reviewed and found to be appropriate.

Suspected illegal narcotics that come into the possession of the department are tested at the headquarters building by means of a narcotics identification kit (“NIK” test). Results of these field tests are recorded, items are entered into the department’s property and evidence management system, and suspected illegal narcotics are sent to a police laboratory operated by the state police. Proper precautions are taken to ensure the chain of custody/evidence.

The property and evidence that come into the custody of MPD officers during the normal course of police operations are placed into locked temporary storage lockers. An evidence log is used to record the time and date of all property deposited. These are secured “non-pass through” evidence drop lockers of various sizes that can be accessed by officers to deposit evidence 24 hours a day and any day of the week. These lockers can only be opened by the Property and Evidence Technician to process and store the items. A record of receipt and removal is made in the evidence log. The Property and Evidence Technician also creates a record for each item in the property and evidence management program. A property number is assigned and is linked to a specific case number. Once this record is created, all times are recorded, and a storage location is assigned.

Daily intake of evidence over the past year shows an average of 52 cases per month (although October 2018 had a total of 82 cases).

Property drop lockers were inspected and were found to be properly secured and appropriate for their intended purposes.

The department has three separate property rooms. One room is used to store firearms, currency, and narcotics. A second room is used for all general items of property and evidence. A third room is used to store bicycles.

Despite the department’s stated guidelines and schedules regarding disposal and disposition of items (General Order .07.02.05), firearms that no longer need to be retained for evidence or safeguarding purposes are not routinely disposed of. This varies considerably with best practices. Most departments the size of the MPD follow a regular schedule of firearms destruction or sale. Members of the MPD are quite aware of this and advised us that the District Attorney is now working with the department to address the backlog of firearms designated for disposal. The majority of these firearms require formal dispositions and court orders prior to disposal.

At the time of our site visit, the department had in its possession hundreds of firearms (321 handgun cases and 81 long gun cases). Many items are presently in the queue for disposal/destruction, but current staffing levels make it quite difficult to address this backlog. New cases are also created each month. The unnecessary storage of firearms should be considered a liability risk to the town, the department, and its employees.

Firearms, currency, and narcotics were separated and properly secured.

Twice each year the department destroys narcotics that are no longer needed for evidentiary purposes. The Property and Evidence Technician, accompanied by a Sergeant, transports items

to a private facility in Charlotte where the material is incinerated in their presence. Prosecutors must provide approval before any narcotics are destroyed.

Currency was properly stored in a separate, secured cabinet. Key access for this area was properly controlled.

The work area for transmitting items for laboratory analysis (such as suspected illegal narcotics, DNA swabs, fingerprints and other biological evidence) was well-equipped and appropriate for its intended use. The Property and Evidence Technician transports items to the laboratory in Asheville, North Carolina, by herself. We were informed that the Administrative Sergeant used to accompany the technician but that this is no longer the practice. It is generally recommended that sworn personnel accompany the technician when transporting large amounts of suspected narcotics.

Biological evidence such as DUI blood draws and "sexual assault kits" are properly maintained in a separate area.

The consultants note that each of the department's property rooms was extremely well designed, ordered, and maintained. Indeed, the consultants have rarely, if ever, seen a property and evidence room that was as clean, well-ventilated, and well-ordered as those of the MPD. During their site visit, the consultants made a point of commending those responsible for the property and evidence management function directly to the Chief and to the Town Manager.

Adequate space is provided for the storage and safeguarding of bulk property items, bicycles and vehicles.

An appropriate space is available for processing vehicles.

The department has a formal procedure for conducting "spot" audits to ensure that all items of property and the evidence are properly stored and accounted for and that all accompanying paperwork and electronic entries are complete and accurate. General Order 07.02.06 (B) provides that "the property control supervisor shall make periodic physical inspections" and that "a member of the command staff shall be randomly appointed quarterly by the Chief of Police to conduct an audit of at least five criminal cases, selected at random by that Captain of cases involving seized items, at least one of which challenge include currency, if available" (B 3). Spot audits of this type are a standard practice in most American police departments and they should, generally speaking, be conducted by a supervisor several times each year.

A complete (that is, comprehensive) audit of all items in the possession of the department was conducted in January 2018. This was performed by the Property and Evidence Technician and the Administrative Sergeant.

At the time of our site visit, the department had 1,405 evidence cases that were older than five years.

Based upon our review and inspection, we believe that all of the department's procedures and practices for property and evidence intake, storage (packaging, labeling, etc.), transfer, release, and destruction currently conform to or exceed those standards set forth by the International Association for Property and Evidence (IAPE) and best practices employed by similarly sized American police agencies.

Unwanted prescription drugs that are dropped into the secured container located off the lobby of the headquarters building are collected regularly by the CRO/PIO/crime analyst, logged in, properly secured and accounted for, and are regularly disposed of.

The Property and Evidence Technician is also responsible for maintaining the department's video evidence and for "burning evidence videos" obtained by body-worn cameras or vehicle camera systems, when requested by prosecutors or needed by police officers and detectives on their way to court. Videos produced by MPD body-worn cameras are currently being stored on a cloud-based system; however, older videos are still maintained on department servers, as are videos produced by police vehicle dash cams. The process of searching and copying specific videos is a time-consuming undertaking. We were advised that the MPD receives approximately 18 to 20 subpoenas and video requests per month and that it takes the technician approximately one hour to address each one. Some requests take three to four hours to address, depending upon the nature of the call, the number of officers that responded, and the amount of time spent on scene. It is recommended that the department actively track this number as it is likely to increase in the near future.

The department does not operate its own crime scene unit, nor does it employ full-time evidence technicians.

Property and Evidence Recommendations:

- Due to the importance of the property and evidence management function, it is recommended that the department continue to assign a full-time member of the department to serve as Property and Evidence Technician/Custodian. This individual must be actively engaged in professional organizations/associations of property and evidence management professionals, as well as a continuing course of professional development and training. (Recommendation No. 57.)
- From a liability standpoint, it is imperative that the department develop and adhere to a strict schedule of destruction for unneeded items of narcotics and firearms. It is recommended that the Internal Affairs/Professional Standards Supervisor oversee the purging of these items and that the total number of items to be destroyed be utilized as a monthly performance metric and monitored as a short-term organizational goal of the MPD. (Recommendation No. 58.)
- In addition to the current schedule of regular and "spot" audits, the department should plan a comprehensive audit of all firearms, currency, and narcotics in the possession of the MPD. Audits of this type should be planned and conducted every few years. Ideally, in addition to an MPD supervisor, this audit would be conducted with a supervisor or property and evidence custodian/professional from another law enforcement agency (such as the CMPD or the State Police). (Recommendation No. 59.)

RECORDS / INFORMATION TECHNOLOGY (IT)

The Communications Division is staffed by two full-time records clerks and one Records / Communications Division Manager.

The department's records management system (RMS) and computer-assisted dispatch (CAD) systems are supplied by SouthernSoftware. These systems were purchased and installed approximately seven years ago. Uniformed and nonsworn end-users throughout the department reported a high degree of satisfaction with these systems in terms of functionality and reliability. As one member of the department indicated, "our systems don't go down much; if they do, it's

usually a server issue." We were informed that the department receives "very good technical support" from the vendor of the systems.

The CAD and RMS systems are able to generate a wide array of reports and analyses. We were informed, however, that the systems are "not great at ad hoc reporting." In other words, it is quite "difficult or impossible to create your own [search] criteria" for queries and reports. Because of this difficulty, the department had to purchase additional reporting software that can be used with these systems. Additional crime analysis reports are currently being generated from Lexis/Nexis.

The RMS performs all necessary functions. Specific modules within the RMS are used to record incident reports, vehicle accident reports, citations and warnings, manage evidence, maintain a master name index, etc. The RMS can also generate summary reports but, as mentioned previously, it is apparently quite difficult to modify existing search terms.

Police vehicles are equipped with mobile data terminals (MDTs) that enable officers to access information and generate reports in the field. Rather than returning to police headquarters for report preparation, a patrol officer may prepare a report in the field via the MDT. Once prepared, the electronic report is forwarded to that officer's Sergeant for review and approval. The Sergeant may either approve the report or return it to the officer for correction/completion. Once a field report is approved by the Sergeant, it is forwarded to a records clerk's inbox. Records clerks review the report for completeness and accuracy and are authorized to make changes as necessary. All errors are noted on a hardcopy report.

Police reports must be error-free in order to be entered into the national incident-based reporting system (NIBRS). Uniform crime report codes were changed in June 2018, causing a variety of "validation errors" that require corrections by records clerks. A monthly validation report cannot be submitted by the Records/Communications Manager until all reports are validated. This entails a considerable amount of work.

Records clerks are primarily responsible for maintaining the department's false alarm reduction program. This entails drawing data from the CAD, updating records, mailing requests and billing, receiving payments, issuing permits, modifying records, and notifying premises owners as necessary.

The following is a partial list of duties and responsibilities that records clerks are currently responsible for: upload data to the LEXIS-NEXIS database in order to generate a monthly analysis and a crime analysis report; request gun traces on weapons; enter citations and warnings into the RMS database (when not performed by a volunteer); process E citations; interact with officers in order to perform NCIC validations and to update the DCI database; address correspondence with other agencies, courts, etc.; maintain a juvenile diversion log and forward information to CMPD as necessary; perform notary services for the public; staff the public service window and address walk-in citizen requests; receive and distribute subpoenas and interact with court liaison concerning court appearances; and maintain a tow log and handle the release of vehicles.

The North Carolina State Bureau of investigation (SBI) performs bi-annual audits to ensure that the MPD is following statutory document retention policies. Auditors perform on-site document review and inspections. The North Carolina Division of Criminal Investigation (DCI) also takes steps to ensure that all persons logging into the DCI database, in order to perform license checks, background checks, etc. are properly certified.

A volunteer who has limited access to the RMS and other databases provides additional clerical assistance by performing "nonsensitive" administrative tasks such as the filing of traffic stop

forms, the entry of data concerning warning tickets that are issued to motorists and assisting in the preparation of statistical reports. The volunteer works approximately two to three days per week (a total of approximately eight hours).

The department has a dedicated IT information systems specialist. This is indeed a necessity for a department the size of the MPD. The pace of IT advances in the field of policing now require that a modern police agency have full access to an IT professional, rather than sharing this service with other departments. The department's information systems specialist will however back-up the town's IT staff, when necessary. The information systems specialist reports to the town's IT Director. While a comprehensive analysis of this employee's time was not undertaken, it does appear that a portion of his time is expended on nonpolice tasks and projects.

All police officers are provided with body-worn cameras. Videos produced by body cams are not maintained on a department server. Rather, the department utilizes a cloud-based storage service. Services of this type have generally proven to be more economical and efficient than self-storage by police departments, particularly due to the host of legal obligations that accompany any entity serving as the custodian of the records/evidence. The consultants generally recommend outsourcing this function in the manner that the MPD has. Videos produced by in-car camera systems are not stored on the cloud but are rather burned to a disc and stored by the department. In-car video systems automatically download when patrol vehicles return to the headquarters building. The department's Evidence and Property Technician is charged with overseeing and maintaining this camera evidence.

Records / Information Technology Recommendations:

- The town should consider designating the IT information systems specialist as a police department employee, with a direct report to the Chief. This would enable him to devote his time exclusively to MPD projects (such as planning and testing new equipment and software) and would enhance the lines of authority within the department. (Recommendation No. 60.)
- The department should create a technology task force. This would be a group of sworn and nonsworn employees of various ranks who would be charged with meeting regularly to determine the department's current and future technology needs (hardware and software) as well as any steps needed to ensure that the department remains current with regard to technological advancements. The panel should meet on a regular schedule, and should: 1) identify the department's current technology needs; 2) identify any deficiencies of the department's current communications (i.e., radios, telephones, and CAD) and records management system (RMS); 3) revise and update the department's website, as necessary; and 4) make specific recommendations for improvements, where necessary. (Recommendation No. 61.)
- The technology task force should be charged with developing a detailed, multiyear technology plan for the department. This plan would include a statement of current needs, as well as a detailed strategy for replacing old systems and equipment and acquiring and purchasing new technology and equipment (software, hardware, etc.), adequately training personnel, and implementing a variety of advanced technologies to enhance organizational performance. The technology task force should be charged with field/beta testing, evaluating, and reporting on any new technologies adopted or tested. (Recommendation No. 62.)
- The IT information systems specialist who is employed by the town and assigned to the department should serve as chair of the department's technology task force. (Recommendation No. 63.)

- The task force should develop a formal replacement plan for all of the department's IT equipment and software. (Recommendation No. 64.)
- The task force and the IT information systems specialist should work to ensure that products such as PowerDMS and IA Pro/BlueTeam are fully utilized by the department. Additional employee training should be suggested, as necessary. (Recommendation No. 65.)

COMMUNICATIONS / DISPATCH

All 911 (police, fire, EMS) calls originating in Matthews are initially received by the Charlotte-Mecklenburg Police Department (CMPD) 911 Center. The CMPD utilizes a system (ANIALli) to immediately identify the geographic location of the call and, once it determines it to be a call originating within Matthews, immediately routes it to the MPD's communications section. CPSM was advised by several members of the department that this process is "virtually instantaneous." MPD dispatchers are then required to immediately determine whether the incoming call is for police, fire or emergency medical service. MPD will handle calls for police service and transfer out fire and emergency medical calls as necessary. The MPD communications section only performs the dispatch function for police and animal control. The animal control officer works Monday through Friday from 0800-1500. Other departments are responsible for fire and emergency medical dispatch within Matthews.

The MPD communications section is housed in the headquarters building. The department utilizes a Motorola radio system. There is a functional backup radio system in place. The MPD's police volunteers utilize the police radio system as well.

Should it be necessary in case of emergency or system failure, the MPD can utilize the communications section of the fire department (located next door) as a back-up dispatch facility. It can also utilize CMPD if necessary. It was unclear whether trial shutdowns have occurred to test these backup systems/locations. This is generally highly recommended.

There are three fully functional CAD dispatch stations in the department's communications center. A fourth position is being developed for call taking (via 911 lines) without radio.

The Communications Section is commanded by a nonsworn manager, who is also responsible for the Records Section and a wide array of other administrative tasks and functions. There is also one Communications Supervisor who responsible for supervising dispatch operations and reports to the Communications Manager. The Communications Supervisor also fills in as a dispatcher when needed.

At the time of the consultants' site visit, the Communications Section was also staffed with nine full-time dispatchers, along with three part-time dispatchers who are used to backfill positions when a dispatcher is out sick or on vacation. We were advised that there is presently a shortage of three full-time dispatchers (that is, a full complement of dispatchers is 12). Due to this staffing shortage, the Communications Division has been generating a considerable amount of overtime expenditures. Dispatchers are divided into four squads and follow a Pittman schedule, performing 12-hour shifts. Dispatchers take their meals at their dispatch consoles.

The minimum staffing level is two dispatchers per shift. CPSM agrees that this is the appropriate minimum staffing level.

Based upon numerous in-depth interviews with members of the department and members of the wider community, it is apparent that the community of Matthews is quite satisfied with having its own dispatch operations for police services. While a detailed cost-benefit analysis of operating a

stand-alone communications/dispatch operation, versus contracting out to another agency or a regional 911 center, is beyond the scope of the present study, suffice it to say that the present situation affords a level of comfort and familiarity that is difficult to quantify. This is particularly true in light of the fact that the MPD has traditionally been viewed as a “full service” department. Clearly, MPD dispatchers are considered part of the fabric of the community and are widely utilized and relied upon by members of the public.

Based upon our interviews and a review of department records, it appears that the MPD has experienced a retention problem in terms of retaining qualified dispatchers. Five full- or part-time dispatchers have resigned over the past several years. While the department did not perform a detailed analysis of this problem, informal exit interviews suggest that the primary reason for leaving has been “low pay.”

Applicants for the dispatcher position must be at least 18 years of age and possess a minimum education level of a GED. The hiring process for the position of dispatcher entails a background investigation, interviews, drug testing, and lie detector test. There is no written examination for this position. Newly hired dispatchers receive a one-day orientation at Town Hall then are assigned to a certified communications training officer (CTO) and will follow the schedule of the CTO. Of the department's nine police dispatchers, two are certified as CTOs. At the time of our site visit, the communications supervisor was training two new hires.

Four of the department's nine current dispatchers were undergoing training during our visit. We were advised that the training course or curriculum delivered to new dispatchers was “informal” and was based primarily upon observation and on-the-job-training. We were told, however, that a formal written training guide was being developed. The development of this guide was apparently being complicated by low staffing levels.

The Communications Manager is also a CTO. New dispatchers are on probation for a period of six months from their date of hire.

The MPD's police dispatchers perform a wide array of administrative functions in addition to call taking and communicating with officers in the field. For example, as with most small to mid-size departments that perform their own dispatch, dispatchers must input data and make queries into various databases (such as NCAWARE and DCI) in connection with criminal history checks, missing persons complaints and “silver alerts” (for the elderly), stolen vehicle reports, weapons checks, warrant checks and verifications, etc.

During the field training period for MPD police officers, probationary officers are assigned to the Communications Section to observe dispatch operations during one shift, for approximately four hours. They do not however, take calls or actually perform dispatch themselves. CPSM has observed several departments the size of the MPD that mandate that newly hired police officers not merely observe but function as dispatchers for a brief period of time. Such a practice develops knowledge and understanding of the dispatch function, a deeper understanding of all related administrative tasks and procedures, and builds rapport between patrol officers and dispatchers.

The Communications Center does not have a screen to monitor the GPS in the officers' radios. This should be immediately addressed by installing a monitor.

Communications / Dispatch Recommendations:

- The department must expedite the development of its dispatcher field-training program. (Recommendation No. 66.)

- The Communications Section should develop a formal program of in-service (i.e., on-going) training for dispatchers. This should combine both in-house and on-line delivery of lessons. (Recommendation No. 67.)
- The police field training curriculum should be revised to include a training block (for example, four hours) whereby probationary police officers receive instruction and are afforded the opportunity to actually take calls for service from the public and perform the dispatch function and all related administrative tasks. (Recommendation No. 68.)
- The Communications Supervisor should also undergo professional development and training appropriate for a first-line communications supervisor (such as on-line course work or participation in regional or state-wide associations of communications supervisors). (Recommendation No. 69.)
- The Communications Center does not have a screen to monitor the GPS in the officers' radios. This should be immediately addressed by installing a monitor. (Recommendation No. 70.)

SCHOOL RESOURCE OFFICERS

The state of North Carolina has embraced the role of SROs and encouraged their use in all communities (see www.ncpublicschools.org for a detailed description of community expectations regarding the specific duties and responsibilities of an SRO). In light of many recent incidents of mass violence occurring within our nation's schools, these officers now perform a very difficult and challenging job and typify what is referred to as the "guardian/warrior" role.

The MPD has a robust school resource officer program. Four MPD officers are assigned as school resource officers (SROs). Two are assigned to the middle schools and one is assigned as the DARE officer at the public high school. A school resource officer was recently assigned to a local private school. This school reimburses the department/town for 100 percent of the officer's salary and equipment. SROs are supervised by the Outreach Sergeant.

The MPD has a clear strategy for school resource officers. The activities of the SRO unit also seems to be very well integrated into the other operations of the MPD.

SROs frequently communicate and interact with students, faculty, administrators, and parents. They also frequently interact with one another and every effort is made to coordinate their activities. Divisional meetings are regularly held in order to "track particular issues," and discuss "what's going on." Members of the MPD's school resource unit explained that it is quite common for a particular problem or concern that arises in one school to move to another. For this reason, SROs continually communicate with one another in order to proactively address issues and prevent problems from spreading from one school to another. The community of Matthews generally does not have any significant gang issues at present. This is likely due in large part to the proactive stance of the MPD and its SRO unit.

We were informed through multiple sources that SROs generally enjoy "good communication with patrol cops." This is, indeed, essential. We were advised of several instances where patrol officers would communicate concerns to the SRO Sergeant or to a specific SRO in order to provide information or a request for outreach to a particular student. Communication of this type is key to any successful school resource officer program.

It should be noted that the MPD's SROs appear to be quite diligent in maintaining open communications with students. For example, during one of our conversations, one particular SRO (who is a seasoned officer) stated to the consultant, "I have 10 different kids that I need to check in with today." Interestingly, this officer referred to the students as "my kids" rather than

“the kids.” Rarely have the consultants encountered an SRO who has apparently internalized the mission of their units so strongly and embraced his/her role so firmly. The MPD is to be commended for the manner in which it selects, trains, supervises, and supports its SROs.

No recommendations are offered for the SRO Unit.

FLEET MAINTENANCE

The department has an appropriate retention policy for patrol vehicles (either seven years of operation or 120,000 miles). An effective system is used to provide for routine maintenance for police vehicles (such as periodic oil changes, replacement of tires, etc.).

No recommendations are offered for fleet maintenance.

FACILITIES

MPD moved into its facility in 2001. The front lobby area of the headquarters building was inspected and found to be secure and suitable for its intended purposes. The lobby windows are open Monday through Friday from 8:00 a.m. until 5:00 p.m. After hours, the lobby area is kept open, although the service window is closed. An intercom is available so that members of the community who require walk-in service can speak with a police dispatcher. There is a camera in the corner of the lobby that feeds into dispatch. Patrol officers are dispatched as necessary. The bathrooms in the lobby are left unlocked after hours. MPD may want to consider securing the bathroom doors after hours. The lobby windows are not bulletproof and MPD may want to consider installing bulletproof glass where the public has access to staff.

MPD shares the building with fire department station #2 and the city's parks and recreation department. A spacious community room/gymnasium is available to the public in the area of the parks and recreation department. There is some vulnerability for the police department because access to the community room/gymnasium also enables access to the hallway where the police department doors are located. The public cannot make entrance into the police department through these doors, but if a door is opened by police staff members, it would be possible for the public to gain access into the police department. MPD should consider some target hardening measures to better secure this area.

The headquarters building has four holding cells that are equipped with video cameras. Video camera feeds are monitored by dispatchers in the Communications Section. Each cell holds up to two male or female prisoners. Cells were inspected and found to be clean, secure and appropriate for their intended use. Dispatchers are also responsible for opening and securing the building's sally port door as officers process prisoners. An arrest processing room is located off of the main garage and is accessed via a sally port. Firearms are permitted in the booking area, which is not staffed. CPSM recommends installing a lockbox for firearms for officer safety. A separate room is used for processing and testing intoxicated suspects. All areas of the headquarters building were found to be properly secured at the time of our site visit.

Facilities Recommendations:

- The bathrooms in the lobby are left unlocked after hours. MPD may want to consider securing the bathroom doors after hours. (Recommendation No. 71.)

- The lobby windows are not bulletproof and MPD may want to consider installing bulletproof glass where the public has access to staff. (Recommendation No. 72.)
- A spacious community room/gymnasium is available to the public in the area of the parks and recreation department. There is some vulnerability for the department because access to the community room/gymnasium also enables access the hallway where the police department doors are located. The public cannot make entrance into the police department through these doors, but if a door is opened by police staff members, it would be possible for the public to gain access into the police department. MPD should consider some target hardening measures to better secure this area. (Recommendation No. 73.)
- CPSM recommends installing a lockbox for firearms in the sally port to promote officer safety. (Recommendation No. 74.)

MORALE BUILDING / ESPRIT DE CORPS

The department recently held an awards ceremony for members of the department. This was apparently the first such ceremony in approximately ten years. Events of this type are extremely important to police departments in that they build morale (esprit de corps) and a unified sense of purpose among employees. These events should be announced via social media and select members of the public should be invited to attend and participate. Community building efforts of this type are extremely important and represent an important part of a police department's employee development and community outreach efforts. We were advised that another award ceremony is scheduled to take place in February 2019.

SECTION 7. SUMMARY

The Matthews Police Department is a very progressive, full-service law enforcement agency that applies the practices of modern policing. CPSM staff observed the practices of the Matthews Police Department through data analysis, interviews, document review, and operational/administrative observations. It is the opinion of CPSM staff that the entire department is dedicated to executing the department's mission and core values, which are:

Mission Statement of the Matthews Police Department

The employees of the Matthews Police Department strive to promote a safe community by preventing crimes and reducing the fear of crime, while treating all individuals fairly and with respect. Our members will demonstrate honesty, professionalism, and integrity, while building the partnerships necessary to enhance the safety of our community.

Core Values:

Integrity: A steadfast adherence to a strict moral or ethical code; a sense of honesty and truthfulness as the motivations for one's actions. Employees shall be morally sound, both on and off duty, demonstrating at all times the respect their profession and for the citizens they serve.

Honesty: Consistently speaking and presenting the truth in all manners of communication. Members of the Matthews Police Department must be honest in the self-assessment of themselves, continually improving upon their abilities and their performance.

Respect: Believing and demonstrating a positive feeling of esteem for a person, a personal quality, personal belief, or of any other entity (such as a nation or a religion); our actions and our conduct should always be representative of that respect.

Professionalism: A continual commitment to personal development, and to the demonstration of a professional character at all times. Being professional means maintaining the highest of standards expected of our chosen career, while treating all others with respect, courtesy, compassion, and equality

CPSM staff was very impressed with the leadership of the department and the dedication of the department staff for ensuring public safety. The Matthews Police Department is focused on instituting best practices in law enforcement. This commitment to excellence in service has been imbued in the sworn officers who work a beat every day. Clearly, leadership is focused on creating a culture that embodies high values, high expectations, and a sincere reflection of the importance of ethics and integrity. CPSM believes that all personnel in the department view themselves as part of the Town of Matthews community.

The leadership of the Matthews Police Department is focused on and embraces critical analysis of all operations. This has resulted in the Matthews Police Department striving to be an exemplary police department. Progressive departments are able to strategically focus on continuous improvement. As described by Jim Collins in *Good to Great* (2001), "Leadership does not begin just with vision. It begins with getting people to confront the brutal facts and to act on the implications" (p. 89). It is clear to us the Matthews Police Department demonstrates the ability to critically examine its operations in the spirit of continuing to strive for excellence in police services. The Chief and all members of the department are to be commended by CPSM for their professionalism and dedication to policing and meeting the needs of their community. The recommendations offered in this report should not be viewed as criticism of the Matthews Police Department, but as opportunities to enhance the practices and procedures of a progressive, well-managed, full-service police department that has a desire and vision for greatness.

SECTION 8. DATA ANALYSIS

This data analysis of police patrol operations for the Matthews Police Department focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this analysis was developed using data from the department's computer-aided dispatch (CAD).

CPSM collected data for a one-year period of September 1, 2017, through August 31, 2018. The majority of the first section of the report, concluding with Table 8-8, uses call data for the one-year period. For the detailed workload analysis, we use two eight-week sample periods. The first period is from January 4 through February 28, 2018, or winter, and the second period is from July 7 through August 31, 2018, or summer.

WORKLOAD ANALYSIS

When CPSM analyzes a set of dispatch records, we go through a series of steps:

- We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways:
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based upon its description.
 - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."
- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no officer time spent on scene and directed patrol activities.

In this way, we first identify a total number of records, then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered a number of issues when analyzing Matthews's dispatch data. We made assumptions and decisions to address these issues.

- 1,097 events (about 2.5 percent) involved patrol units spending zero time on scene.
- The computer-aided dispatch (CAD) system used approximately 80 different event descriptions, which we condensed into 15 categories for our tables and 11 categories for our figures (shown in Chart 8-1). Table 8-20 in the appendix shows how each call description was categorized.

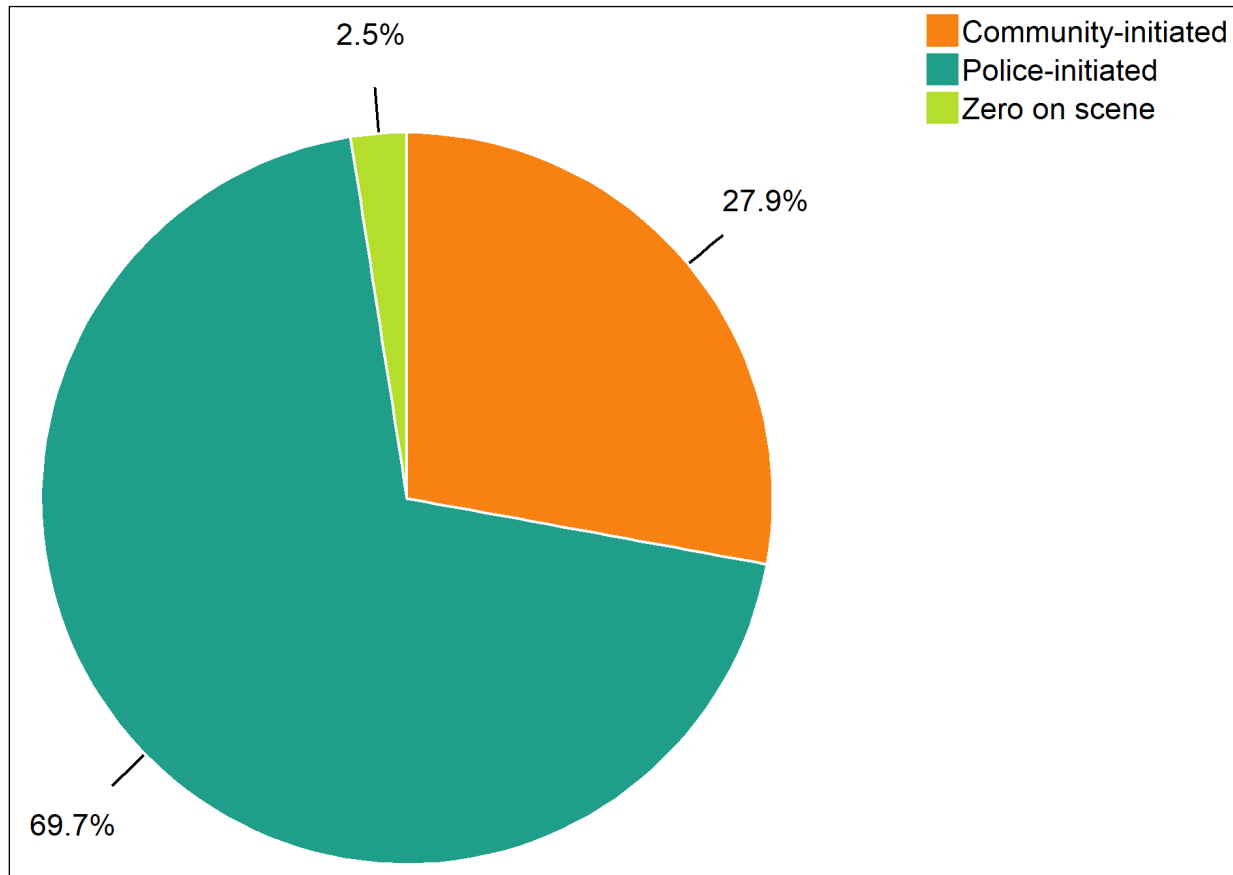
Between September 1, 2017, and August 31, 2018, the communications center recorded approximately 44,388 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 121.6 patrol-related events per day, approximately 2.5 percent of which (3.0 per day) had fewer than 30 seconds spent on the call.

In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

CHART 8-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist other agency	Assist
Check	Check
Crime–person	Crime
Crime–property	
Directed patrol	Directed patrol
Disturbance	Disturbance
Animal	General noncriminal
Investigation	Investigation
Out of service–administrative	Out of service
Out of service–personal	
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	
Traffic stop	

FIGURE 8-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 44,388 events.

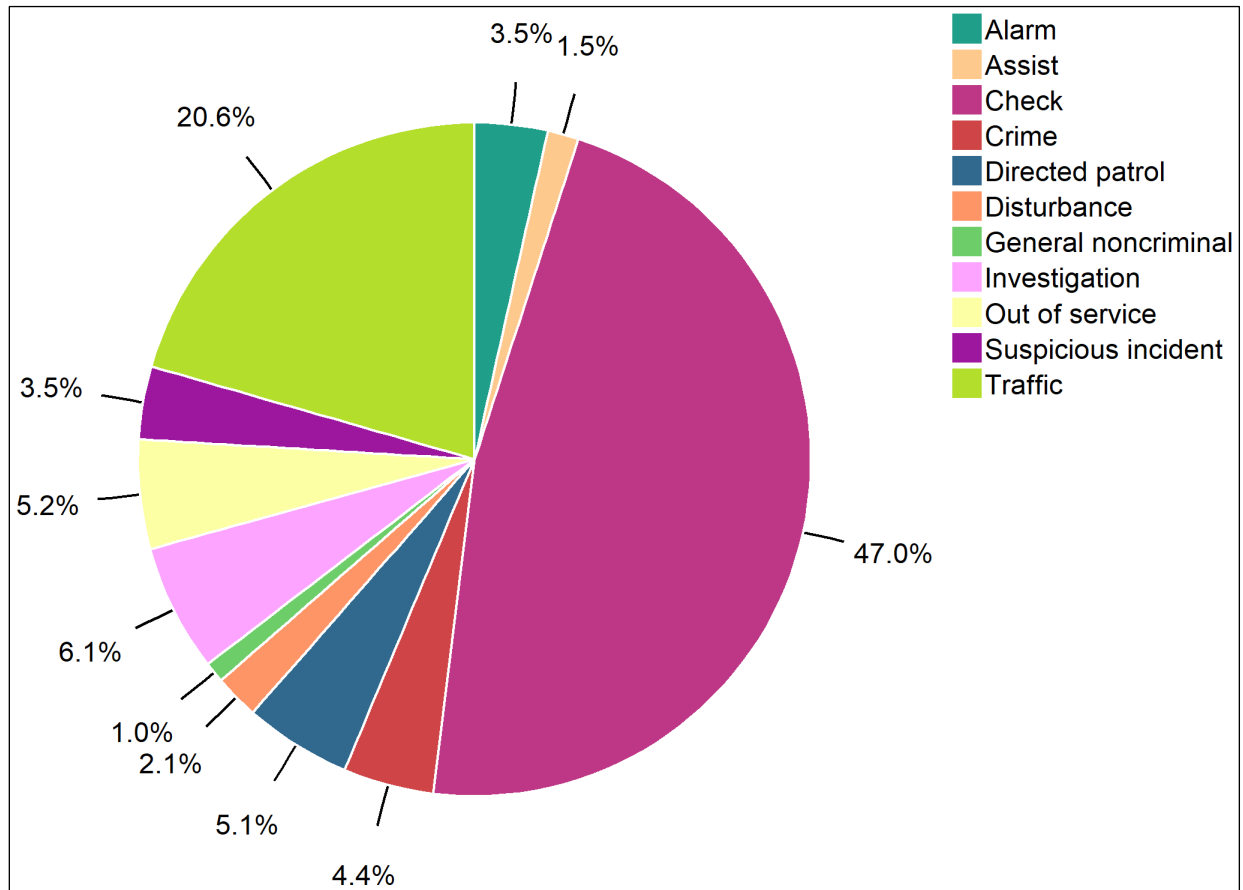
TABLE 8-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	12,374	33.9
Police-initiated	30,917	84.7
Zero on scene	1,097	3.0
Total	44,388	121.6

Observations:

- 28 percent of all events were community-initiated.
- 70 percent of all events were police-initiated.
- 2 percent of the events had zero time on scene.
- On average, there were 122 events per day, or 5.1 per hour.

FIGURE 8-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 8-1.

TABLE 8-2: Events per Day, by Category

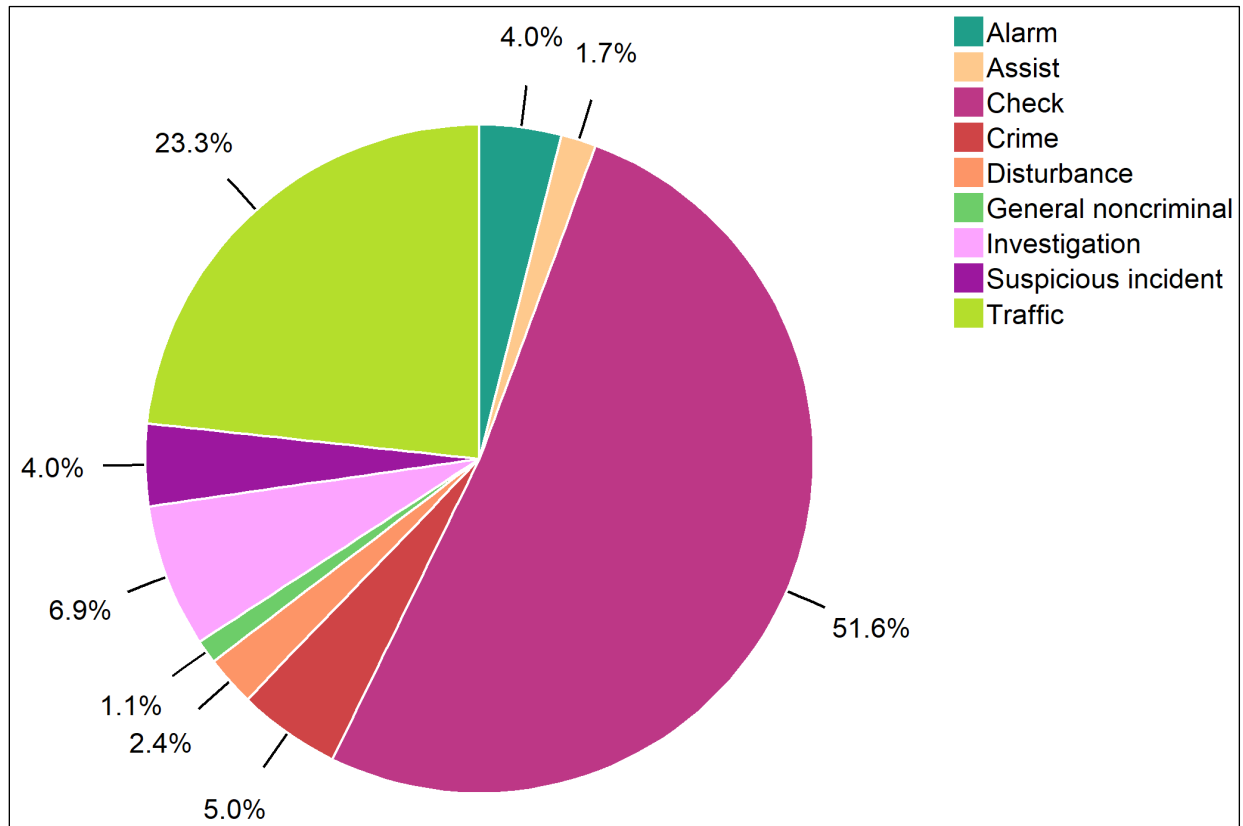
Category	No. of Events	Events per Day
Accident	2,348	6.4
Alarm	1,553	4.3
Animal	445	1.2
Assist other agency	665	1.8
Check	20,845	57.1
Crime–person	270	0.7
Crime–property	1,665	4.6
Directed patrol	2,282	6.3
Disturbance	947	2.6
Investigation	2,711	7.4
Out of service–administrative	1,542	4.2
Out of service–personal	786	2.2
Suspicious incident	1,555	4.3
Traffic enforcement	2,140	5.9
Traffic stop	4,634	12.7
Total	44,388	121.6

Note: Observations below refer to events shown within the figure rather than the table.

Observations:

- The top three categories accounted for 74 percent of events:
 - 47 percent of events were checks.
 - 21 percent of events were traffic-related.
 - 6 percent of events were investigations.
- 4 percent of events were crimes.
- Most checks were described as “zone checks,” which accounted for 46 percent of total calls.

FIGURE 8-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 8-1.

TABLE 8-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	2,331	6.4
Alarm	1,534	4.2
Animal	444	1.2
Assist other agency	656	1.8
Check	19,978	54.7
Crime–person	270	0.7
Crime–property	1,654	4.5
Disturbance	940	2.6
Investigation	2,687	7.4
Suspicious incident	1,538	4.2
Traffic enforcement	2,095	5.7
Traffic stop	4,597	12.6
Total	38,724	106.1

Note: The focus here is on recorded calls rather than recorded events. We removed 1,097 events with zero time on scene, as well as 2,256 directed patrol activities and 2,311 out-of-service activities.

Observations:

- On average, there were 106.1 calls per day, or 4.4 per hour.
- The top three categories accounted for 82 percent of calls:
 - 52 percent of calls were checks.
 - 23 percent of calls were traffic-related.
 - 7 percent of calls were investigations.
- 5 percent of calls were crimes.

FIGURE 8-4: Calls per Day, by Initiator and Month

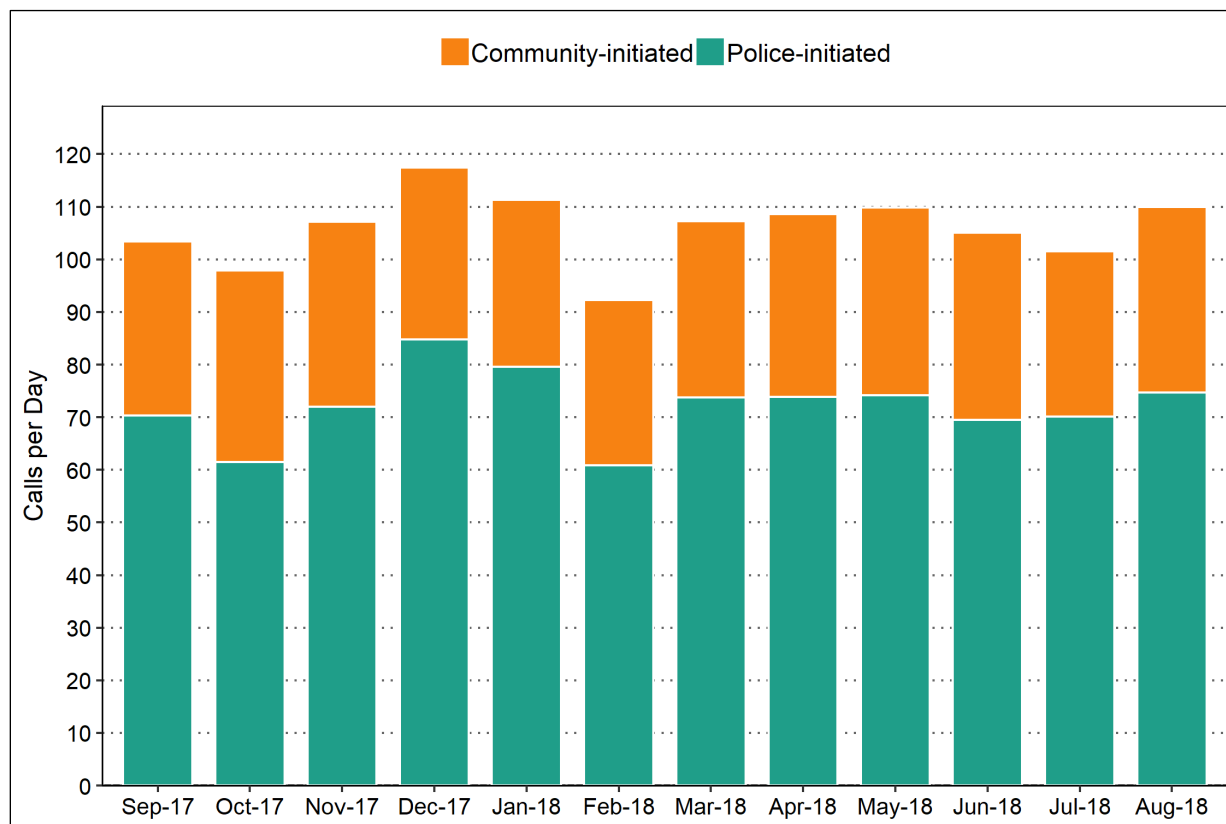


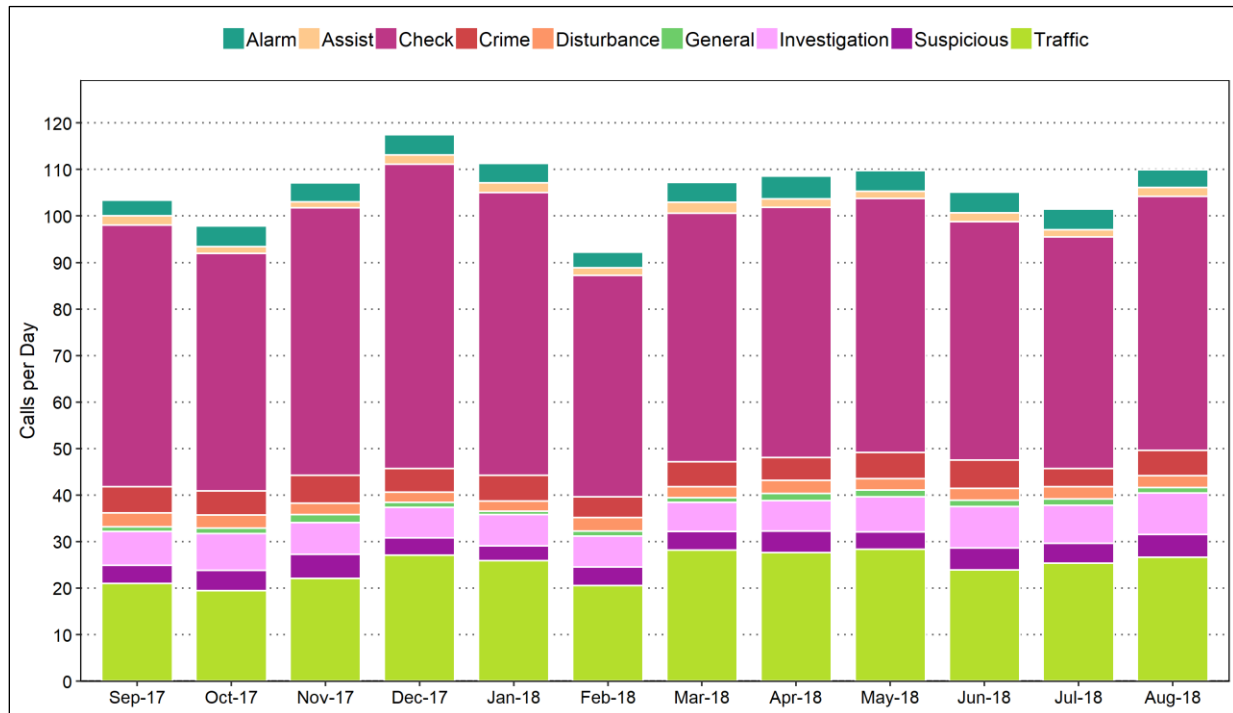
TABLE 8-4: Calls per Day, by Initiator and Months

Initiator	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Community	33.1	36.4	35.2	32.6	31.7	31.4	33.5	34.8	35.7	35.6	31.4	35.3
Police	70.4	61.5	72.0	84.8	79.6	60.8	73.7	73.8	74.1	69.5	70.2	74.7
Total	103.4	97.9	107.2	117.5	111.3	92.2	107.2	108.6	109.8	105.1	101.5	110.0

Observations:

- The number of calls per day was lowest in February.
- The number of calls per day was highest in December.
- The months with the most calls had 27 percent more calls than the months with the fewest calls.
- October had the most community-initiated calls, with 16 percent more than February and July, which had the fewest.
- December had the most police-initiated calls, with 39 percent more than February, which had the fewest.

FIGURE 8-5: Calls per Day, by Category and Month



Note: The figure combines categories in the following table according to the description in Chart 8-1.

TABLE 8-5: Calls per Day, by Category and Month

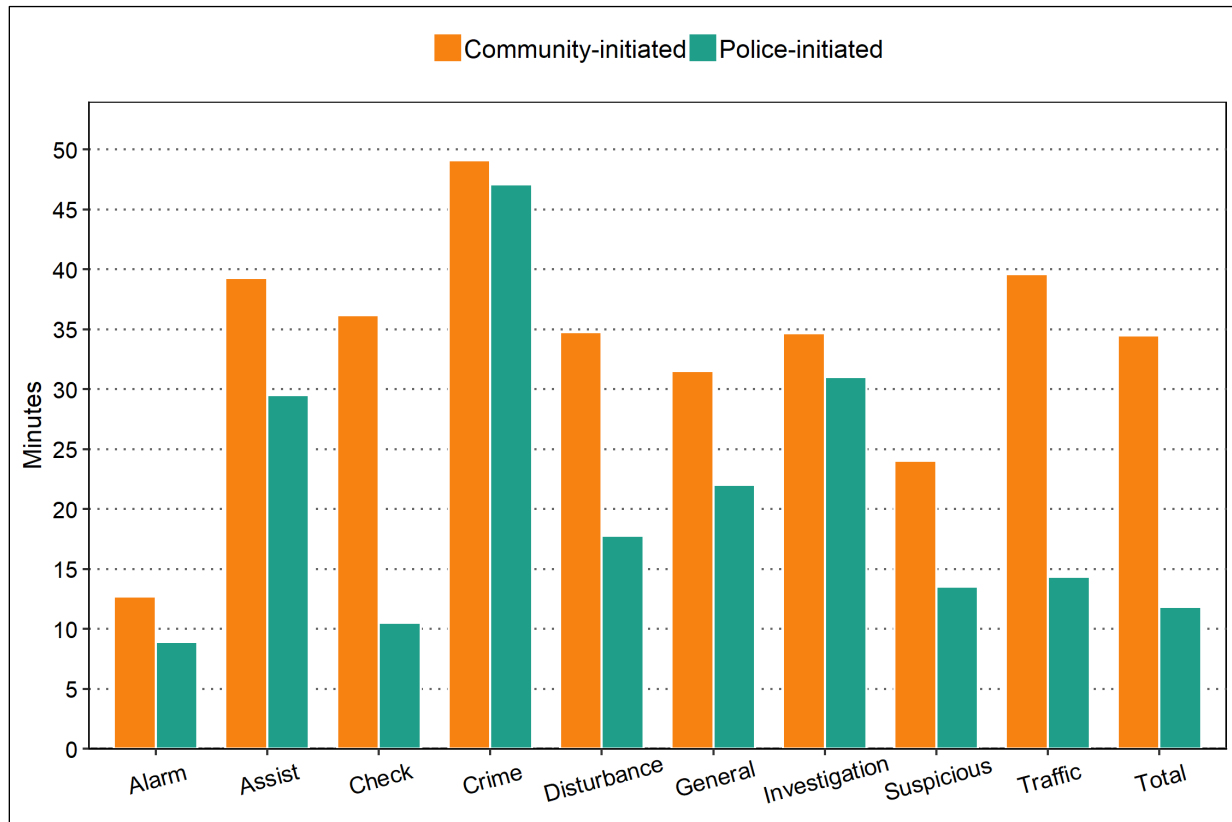
Category	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Accident	6.4	7.4	6.7	6.9	6.8	5.9	6.9	5.7	6.7	5.6	4.8	6.8
Alarm	3.4	4.5	4.2	4.4	4.2	3.4	4.3	4.9	4.5	4.4	4.5	3.8
Animal	1.0	1.2	1.7	1.1	0.8	1.0	1.0	1.5	1.5	1.4	1.4	1.2
Assist other agency	2.0	1.5	1.2	2.0	2.1	1.6	2.4	1.9	1.5	1.9	1.6	1.9
Check	56.3	51.0	57.6	65.4	60.8	47.6	53.4	53.8	54.6	51.2	49.8	54.6
Crime-person	0.8	0.7	0.9	0.6	0.9	0.6	1.0	0.8	0.6	0.9	0.5	0.6
Crime-property	4.8	4.5	5.1	4.5	4.6	3.8	4.4	4.2	5.1	5.1	3.4	4.9
Disturbance	3.0	2.8	2.5	2.1	2.2	2.9	2.4	2.8	2.5	2.6	2.7	2.5
Investigation	7.2	7.9	6.8	6.6	6.6	6.7	6.3	6.6	7.5	8.9	8.2	8.9
Suspicious incident	3.9	4.4	5.2	3.7	3.3	4.0	4.0	4.6	3.7	4.7	4.3	4.9
Traffic enforcement	4.1	4.8	4.6	4.6	4.6	4.2	6.2	7.5	7.0	7.2	6.8	7.0
Traffic stop	10.5	7.3	10.8	15.5	14.5	10.4	15.0	14.4	14.6	11.2	13.7	12.8
Total	103.4	97.9	107.2	117.5	111.3	92.2	107.2	108.6	109.8	105.1	101.5	110.0

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 80 and 84 percent of calls throughout the year:
 - Checks averaged between 47.6 and 65.4 calls per day throughout the year.
 - Traffic calls averaged between 19.5 and 28.4 calls per day throughout the year.
 - Investigations averaged between 6.3 and 8.9 calls per day throughout the year.
- Crimes averaged between 3.8 and 6.1 calls per day throughout the year.
- Crimes accounted for 4 to 6 percent of total calls.

FIGURE 8-6: Primary Unit's Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

TABLE 8-6: Primary Unit's Average Occupied Times, by Category and Initiator

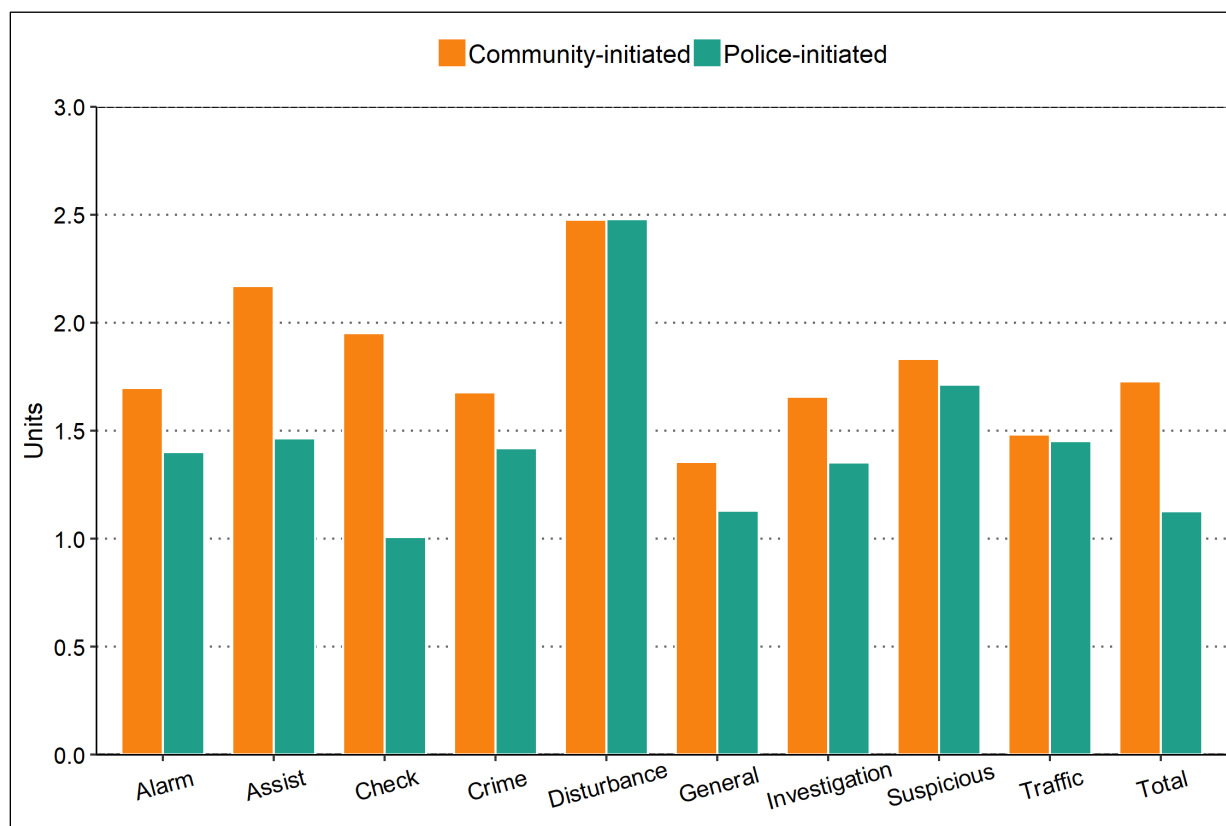
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	44.1	2,206	37.9	125
Alarm	12.7	1,529	8.9	5
Animal	31.5	421	22.0	23
Assist other agency	39.3	574	29.5	82
Check	36.2	597	10.5	19,381
Crime-person	60.8	263	73.6	7
Crime-property	47.2	1,599	43.7	55
Disturbance	34.8	917	17.8	23
Investigation	34.7	2,390	31.0	297
Suspicious incident	24.0	1,166	13.5	372
Traffic enforcement	25.6	712	20.5	1,383
Traffic stop	NA	0	11.9	4,597
Weighted Average/Total Calls	34.5	12,374	11.8	26,350

Note: The information in Figure 8-6 and Table 8-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 9 to 49 minutes overall.
- The longest average times were for community-initiated crime calls.
- The average time spent on crime calls was 49 minutes for community-initiated calls and 47 minutes for police-initiated calls.

FIGURE 8-7: Number of Responding Units, by Initiator and Category



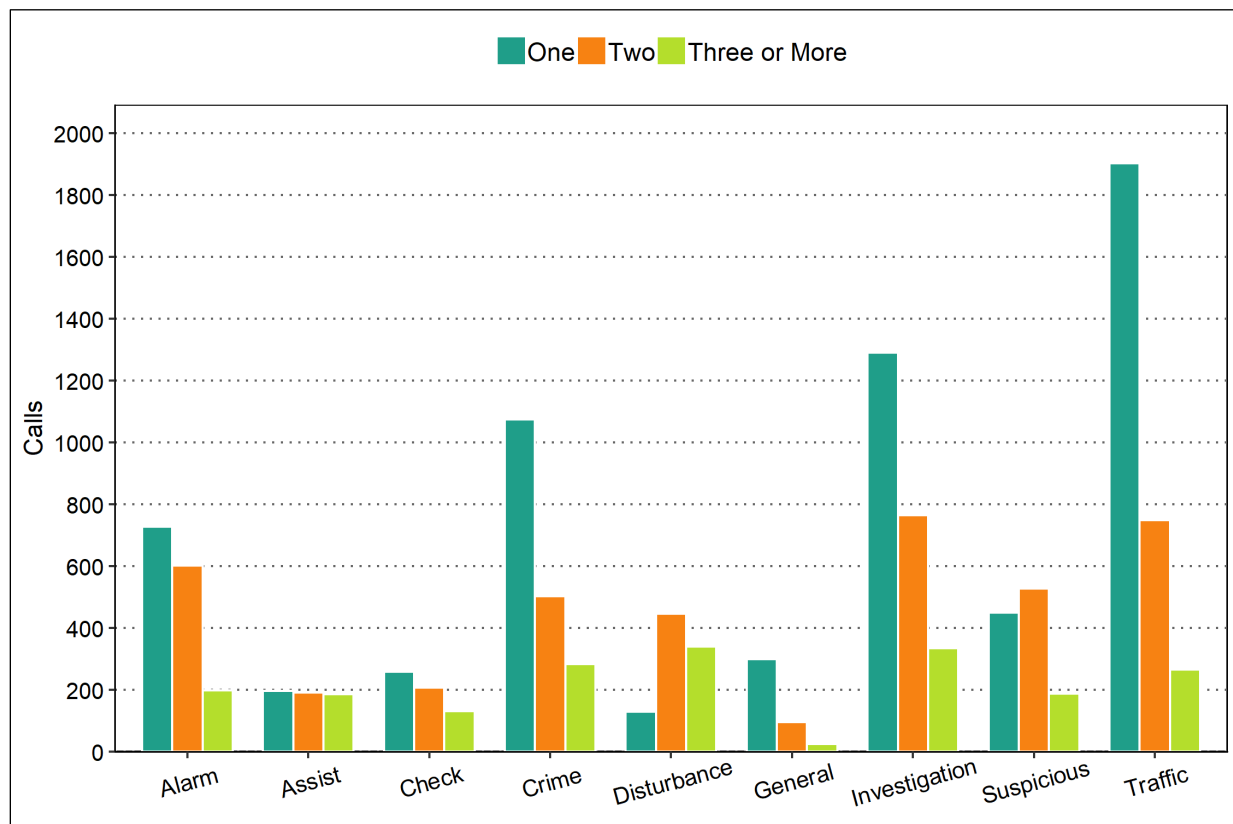
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

TABLE 8-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.5	2,206	1.6	125
Alarm	1.7	1,529	1.4	5
Animal	1.4	421	1.1	23
Assist other agency	2.2	574	1.5	82
Check	2.0	597	1.0	19,381
Crime–person	2.3	263	2.6	7
Crime–property	1.6	1,599	1.3	55
Disturbance	2.5	917	2.5	23
Investigation	1.7	2,390	1.4	297
Suspicious incident	1.8	1,166	1.7	372
Traffic enforcement	1.5	712	1.2	1,383
Traffic stop	NA	0	1.5	4,597
Weighted Average/Total Calls	1.7	12,374	1.1	26,350

Note: The information in Figure 8-7 and Table 8-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 8-8: Number of Responding Units, by Category, Community-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

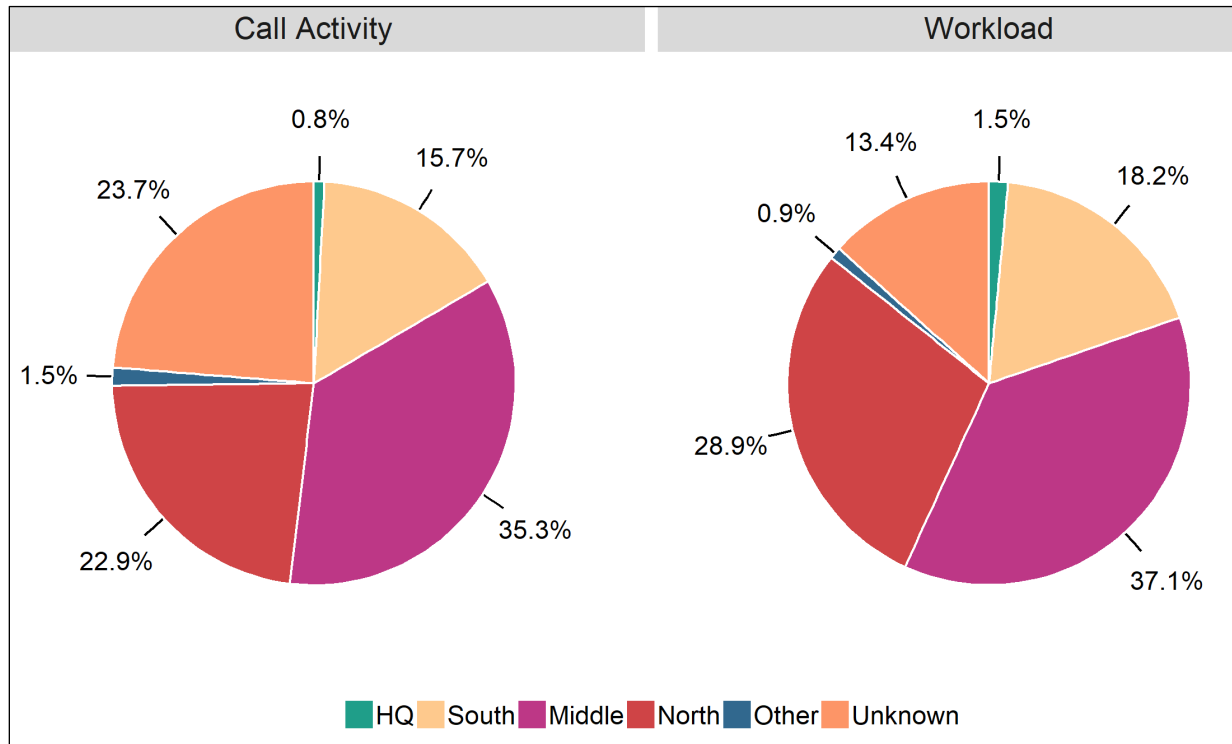
TABLE 8-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	1,439	568	199
Alarm	728	603	198
Animal	300	96	25
Assist other agency	196	192	186
Check	258	207	132
Crime–person	103	72	88
Crime–property	972	431	196
Disturbance	130	446	341
Investigation	1,290	765	335
Suspicious incident	450	528	188
Traffic enforcement	464	181	67
Total	6,330	4,089	1,955

Observations:

- The overall mean number of responding units was 1.7 for community-initiated calls and 1.1 for police-initiated calls.
- The mean number of responding units was as high as 2.5 for disturbances that were police-initiated.
- 51 percent of community-initiated calls involved one responding unit.
- 33 percent of community-initiated calls involved two responding units.
- 16 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved disturbances.

FIGURE 8-9: Percentage Calls and Work Hours, by Response District



Note: The “other” category includes about 565 calls with districts labeled as zones 1 through 4. About 9,194 calls missing a district record are grouped as “unknown.”

TABLE 8-9: Calls and Work Hours by Response District, per Day

District	Per Day		Area (Sq. Miles)	Estimated Population
	Calls	Work Hours		
HQ	0.9	0.7	NA	NA
South	16.7	8.6	6.0	14,355
Middle	37.5	17.5	4.4	6,075
North	24.3	13.6	6.8	11,754
Other	1.5	0.4	NA	NA
Unknown	25.2	6.3	NA	NA
Total	106.1	47.1	17.2	32,184

Observations:

- The Middle district had the most calls and workload, and it accounted for 35.3 percent of total calls and 37.1 percent of the total workload.
- Excluding calls identified as “other,” “HQ,” and “unknown,” an even distribution would allot 26.2 calls and 13.2 work hours per district.

FIGURE 8-10: Percentage Calls and Work Hours, by Category, Winter 2018

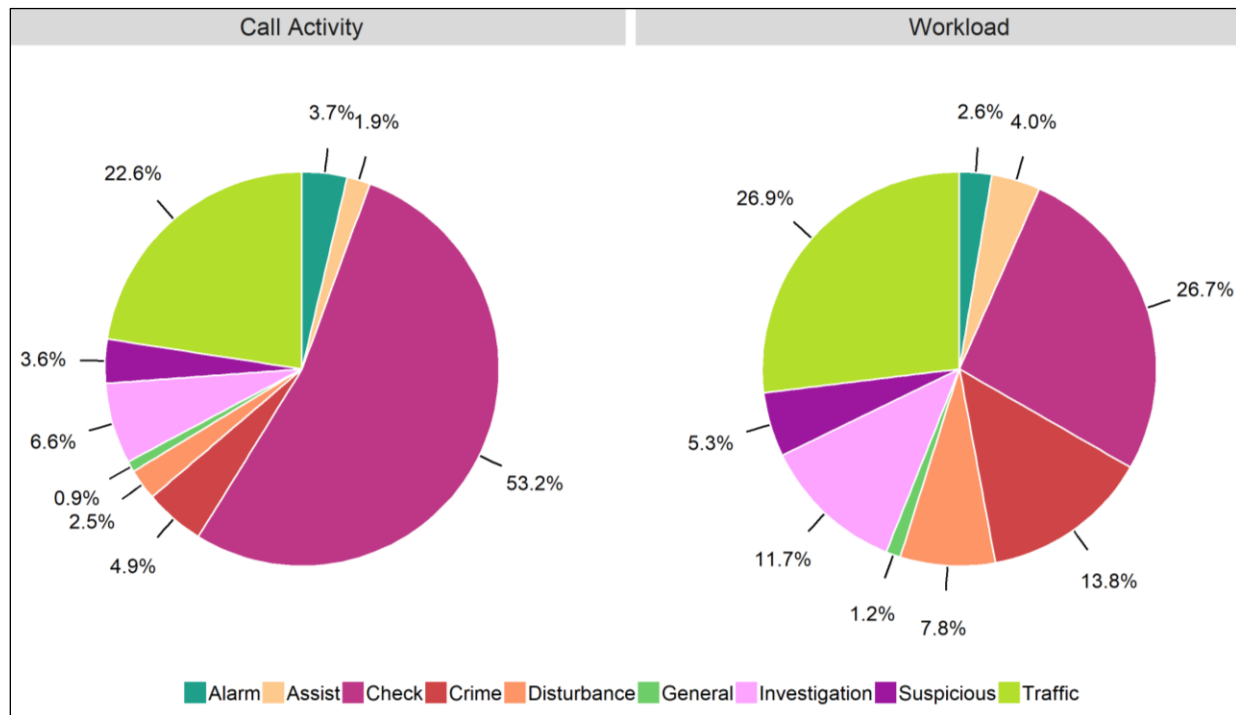


TABLE 8-10: Calls and Work Hours per Day, by Category, Winter 2018

Category	Per Day	
	Calls	Work Hours
Accident	6.4	6.7
Alarm	3.8	1.3
Animal	0.9	0.6
Assist other agency	1.9	1.9
Check	54.1	12.9
Crime–person	0.8	1.9
Crime–property	4.3	4.8
Disturbance	2.6	3.8
Investigation	6.7	5.7
Suspicious incident	3.7	2.6
Traffic enforcement	4.4	2.2
Traffic stop	12.1	4.2
Total	101.6	48.5

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- The average daily workload was higher in winter than in summer.
- Total calls averaged 102 per day, or 4.2 per hour.
- Total workload averaged 49 hours per day, meaning that on average 2.0 officers per hour were busy responding to calls.
- Checks constituted 53 percent of calls and 27 percent of workload.
- Traffic calls constituted 23 percent of calls and 27 percent of workload.
- Investigations constituted 7 percent of calls and 12 percent of workload.
- These top three categories constituted 82 percent of calls and 65 percent of workload.
- Crimes constituted 5 percent of calls and 14 percent of workload.

FIGURE 8-11: Percentage Calls and Work Hours, by Category, Summer 2018

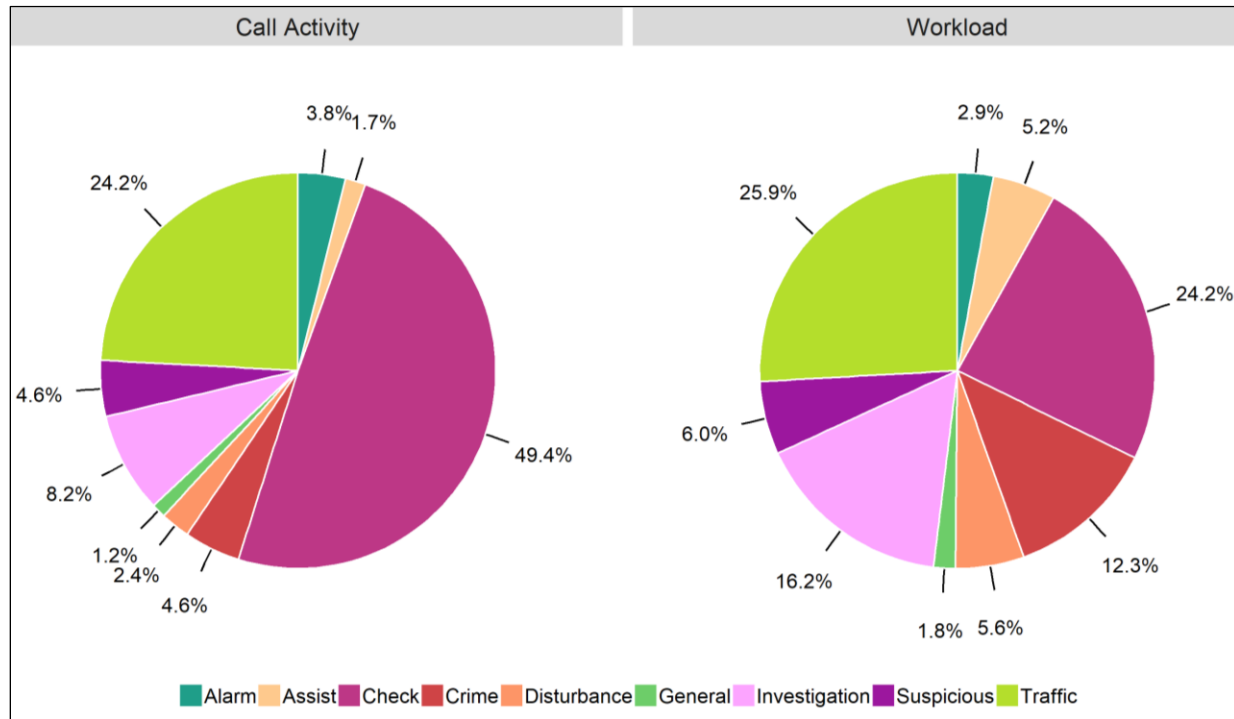


TABLE 8-11: Calls and Work Hours per Day, by Category, Summer 2018

Category	Per Day	
	Calls	Work Hours
Accident	5.9	5.1
Alarm	4	1.4
Animal	1.2	0.8
Assist other agency	1.8	2.4
Check	51.3	11.3
Crime–person	0.6	1.6
Crime–property	4.2	4.2
Disturbance	2.5	2.6
Investigation	8.5	7.6
Suspicious incident	4.8	2.8
Traffic enforcement	6.4	2.8
Traffic stop	12.7	4.2
Total	103.9	46.7

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average calls per day was higher in summer than in winter.
- Total calls averaged 104 per day, or 4.3 per hour.
- Total workload averaged 47 hours per day, meaning that on average 1.9 officers per hour were busy responding to calls.
- Checks constituted 49 percent of calls and 24 percent of workload.
- Traffic calls constituted 24 percent of calls and 26 percent of workload.
- Investigations constituted 8 percent of calls and 16 percent of workload.
- These top three categories constituted 82 percent of calls and 66 percent of workload.
- Crimes constituted 5 percent of calls and 12 percent of workload.

NONCALL ACTIVITIES

In the period from September 1, 2017, through August 31, 2018, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. In addition, we included similar out-of-service activities (shown in Table 8-2 and Figure 8-2) in this section. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 6,592 activities remained. These activities had an average duration of 39.8 minutes.

In this section, we report noncall activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in winter and summer.

TABLE 8-12: Activities and Occupied Times by Description

Status/Description	Occupied Time	Count
21 call or return call	28.8	158
38 off duty work	36.8	31
Admin	48.6	1,160
At station	39.6	63
Court	133.4	66
FI follow-up	30.6	307
Meeting	52.5	35
Out of office (admin)	54.7	54
Out of service	37.1	1,923
Training	91.4	126
Vehicle maintenance	38.1	388
Work off duty	39.6	1
Administrative - Weighted Average/Total Activities	43.0	4,312
Personal	30.5	798
Signal 8 meal	35.5	1,482
Personal - Weighted Average/Total Activities	33.8	2,280
Weighted Average/Total Activities	39.8	6,592

Observations:

- The most common administrative activity was simply described as “out of service.”
- The recorded personal activities were meal breaks.
- The description with the longest average time was for court-related activities.
- The average time spent on administrative activities was 43 minutes and for personal activities, it was 34 minutes.

FIGURE 8-12: Activities per Day, by Month

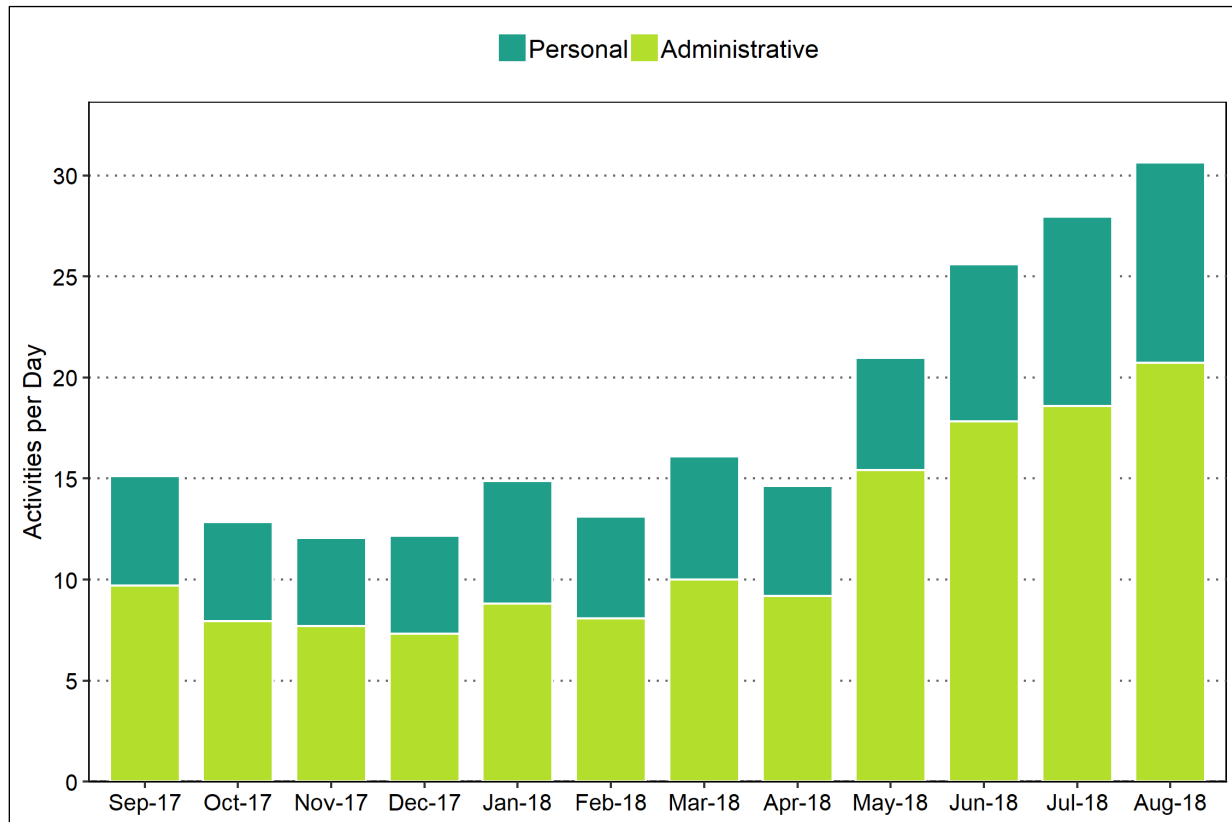


TABLE 8-13: Activities per Day, by Month

Activities	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Personal	5.4	4.9	4.4	4.8	6.1	5.0	6.1	5.4	5.5	7.8	9.4	9.9
Administrative	9.7	7.9	7.7	7.3	8.8	8.1	10.0	9.2	15.4	17.8	18.6	20.7
Total	15.1	12.8	12.1	12.2	14.9	13.1	16.1	14.6	21.0	25.6	28.0	30.6

Observations:

- The number of activities per day was lowest in November.
- The number of activities per day was highest in August.
- Starting in June 2018, most out-of-service activities were assigned incident numbers.

FIGURE 8-13: Activities per Day, by Day of Week

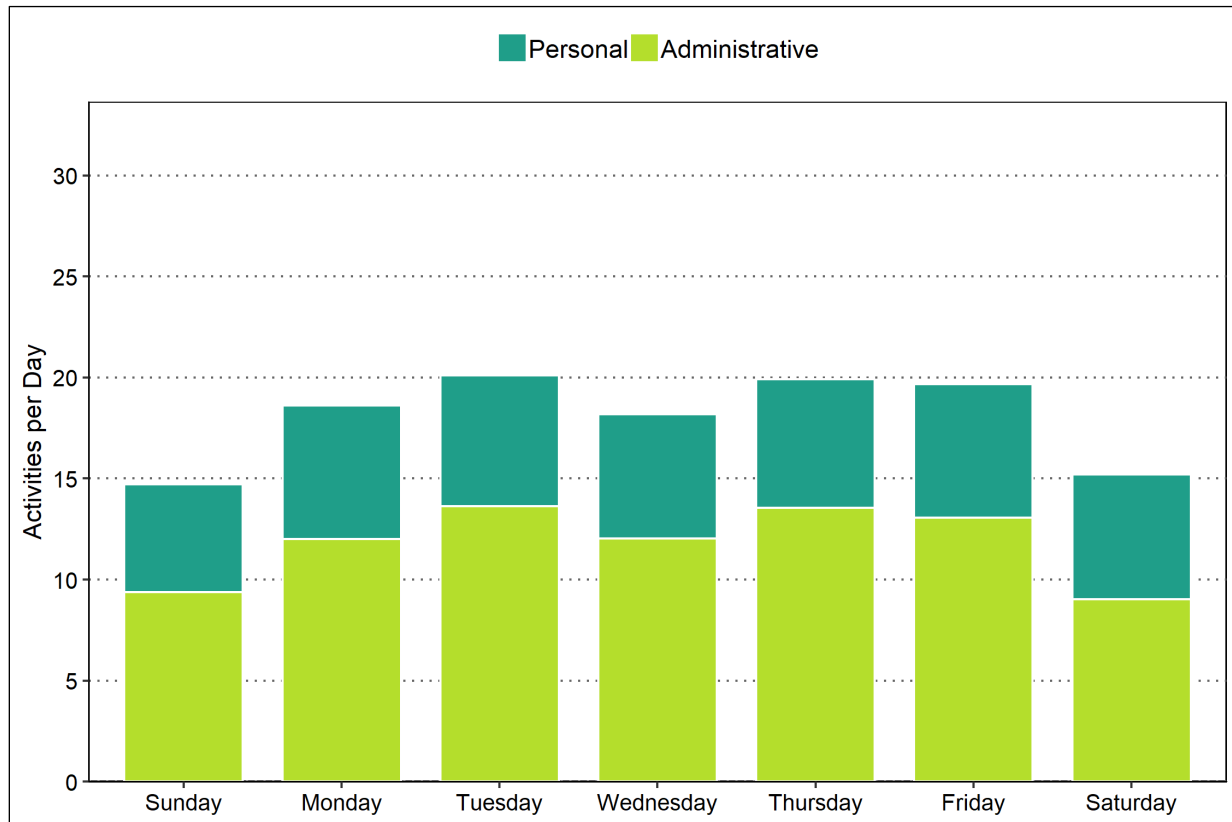


TABLE 8-14: Activities per Day, by Day of Week

Day of Week	Personal	Administrative	Activities per Day
Sunday	5.3	9.4	14.7
Monday	6.6	12.0	18.6
Tuesday	6.5	13.6	20.1
Wednesday	6.2	12.0	18.2
Thursday	6.4	13.5	19.9
Friday	6.6	13.1	19.7
Saturday	6.2	9.0	15.2
Weekly Average	6.2	11.8	18.1

Observations:

- The number of noncall activities per day was lowest on weekends.
- The number of noncall activities per day was highest on Tuesdays.

FIGURE 8-14: Activities per Day, by Hour of Day

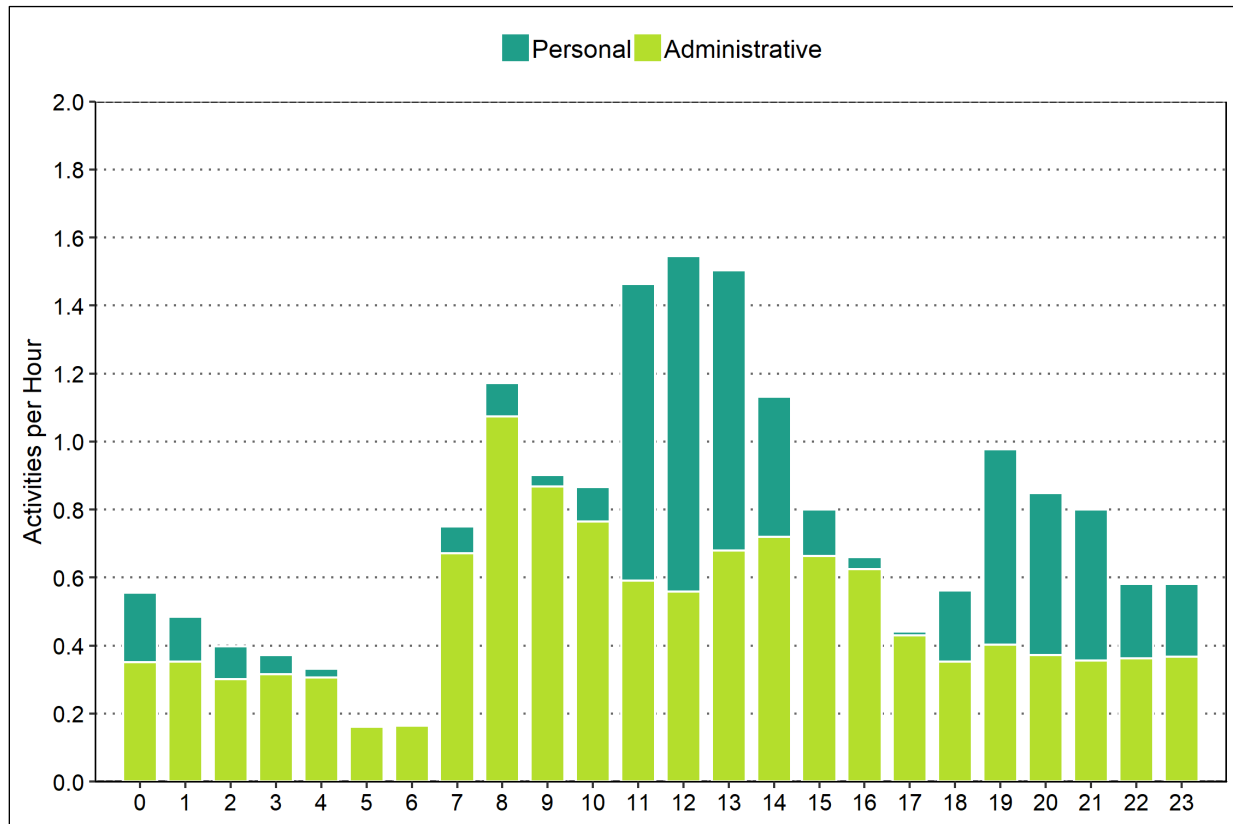


TABLE 8-15: Activities per Day, by Hour of Day

Hour	Personal	Administrative	Total
0	0.2	0.4	0.6
1	0.1	0.4	0.5
2	0.1	0.3	0.4
3	0.1	0.3	0.4
4	0.0	0.3	0.3
5	0.0	0.2	0.2
6	0.0	0.2	0.2
7	0.1	0.7	0.8
8	0.1	1.1	1.2
9	0.0	0.9	0.9
10	0.1	0.8	0.9
11	0.9	0.6	1.5
12	1.0	0.6	1.5
13	0.8	0.7	1.5
14	0.4	0.7	1.1
15	0.1	0.7	0.8
16	0.0	0.6	0.7
17	0.0	0.4	0.4
18	0.2	0.4	0.6
19	0.6	0.4	1.0
20	0.5	0.4	0.8
21	0.4	0.4	0.8
22	0.2	0.4	0.6
23	0.2	0.4	0.6
Hourly Average	0.3	0.5	0.8

Observations:

- The number of activities per hour was highest between 11:00 a.m. and 2:00 p.m. and was associated with lunch breaks.
- The number of activities per hour was lowest between 5:00 a.m. and 7:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2018) and eight weeks in summer (July 7 through August 31, 2018). The department's main patrol force consists of patrol officers and patrol supervisors operating on 12-hour shifts starting at 6:30 a.m. and 6:30 p.m. The police department's main patrol force deployed an average of 6.4 officers per hour during the 24-hour day in winter 2018 and 6.3 in summer 2018. When additional problem-solving units (officers and a supervisor) were included, the department averaged 6.4 officers per hour during the 24-hour day in winter and summer 2018.

In this section, we describe the deployment and workload in distinct steps, distinguishing between winter and summer and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

- First, we focus on patrol deployment alone.
- Next, we compare “all” workload, which includes community-initiated calls, police-initiated calls, directed patrol activities, and out-of-service(noncall) activities.
- Finally, we compare the workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for winter and summer.

FIGURE 8-15: Deployed Officers, Weekdays, Winter 2018

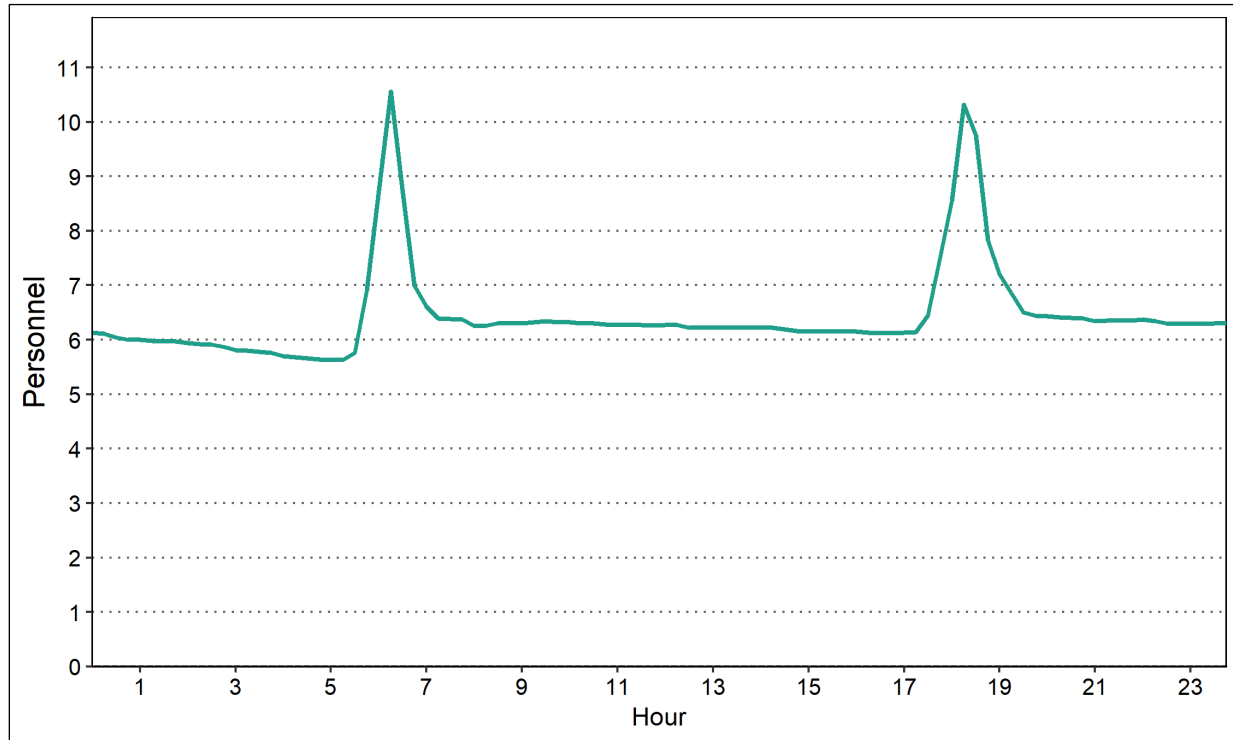


FIGURE 8-16: Deployed Officers, Weekends, Winter 2018

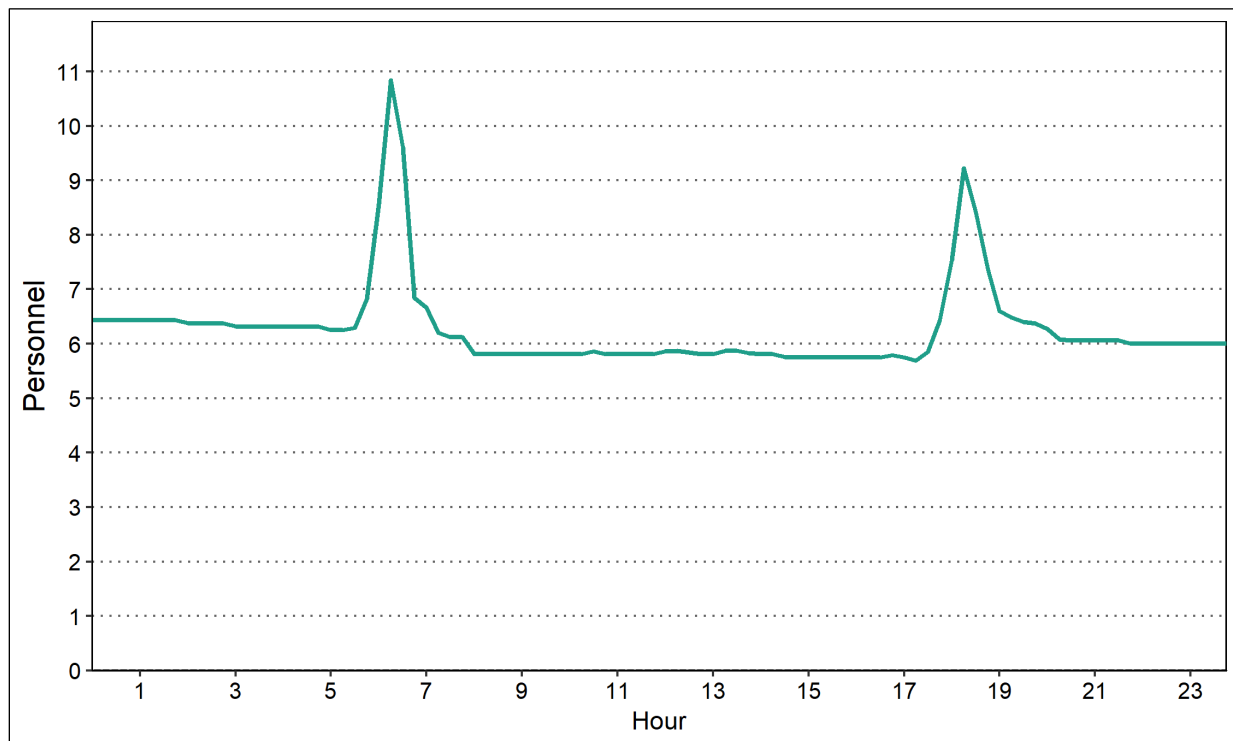


FIGURE 8-17: Deployed Officers, Weekdays, Summer 2018

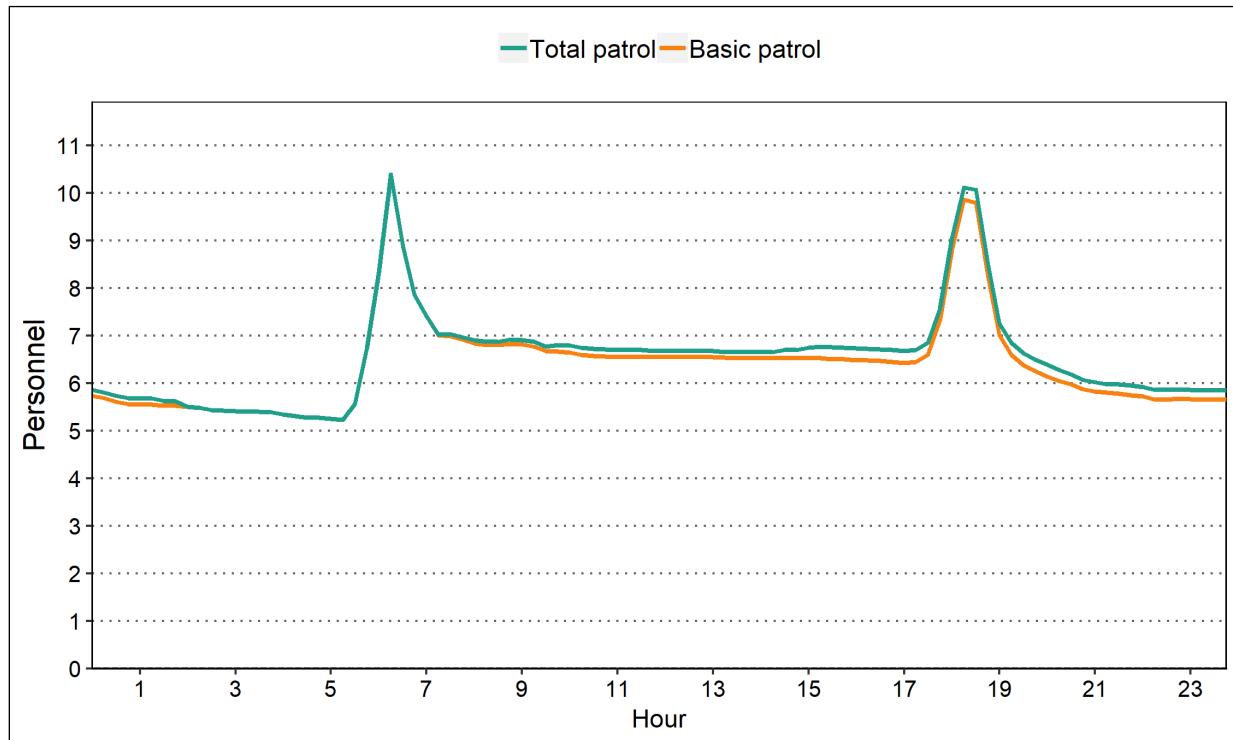
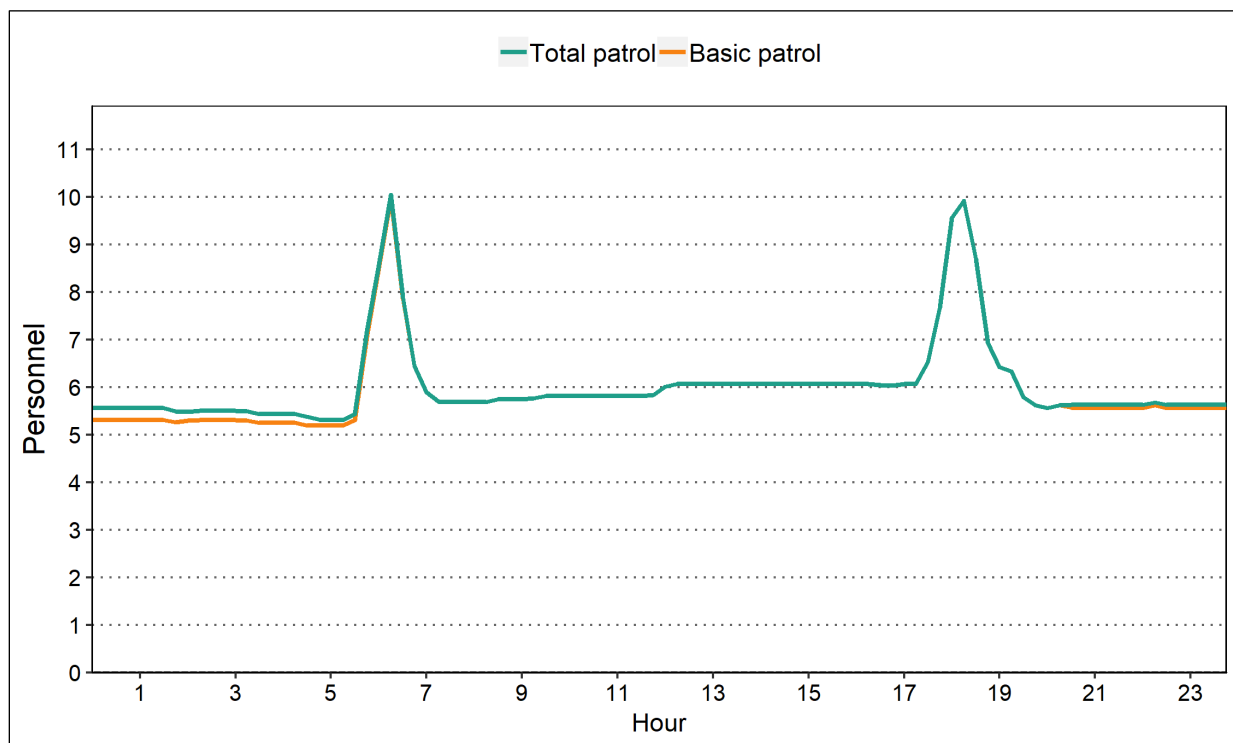


FIGURE 8-18: Deployed Officers, Weekends, Summer 2018



Observations:

- For winter (January 4 through February 28, 2018):
 - The average deployment was 6.4 officers per hour during the week and 6.3 officers per hour on the weekend.
 - Average deployment varied from 5.6 to 10.6 officers per hour on weekdays and 5.7 to 10.8 officers per hour on weekends.
 - When shift overlaps (6:00 a.m. through 7:00 a.m. and 6:00 p.m. through 7:00 p.m.) are excluded, averaged deployment reached a maximum of 7.5 on weekdays and 6.8 on weekends.
- For summer (July 7 through August 31, 2018):
 - The average deployment was 6.5 officers per hour during the week and 6.0 officers per hour on the weekend.
 - Average deployment varied from 5.2 to 10.4 officers per hour on weekdays and 5.3 to 10.0 officers per hour on weekends.
 - When shift overlaps are excluded, averaged deployment reached a maximum of 7.6 on weekdays and 7.7 on weekends.

FIGURE 8-19: Deployment and All Workload, Weekdays, Winter 2018

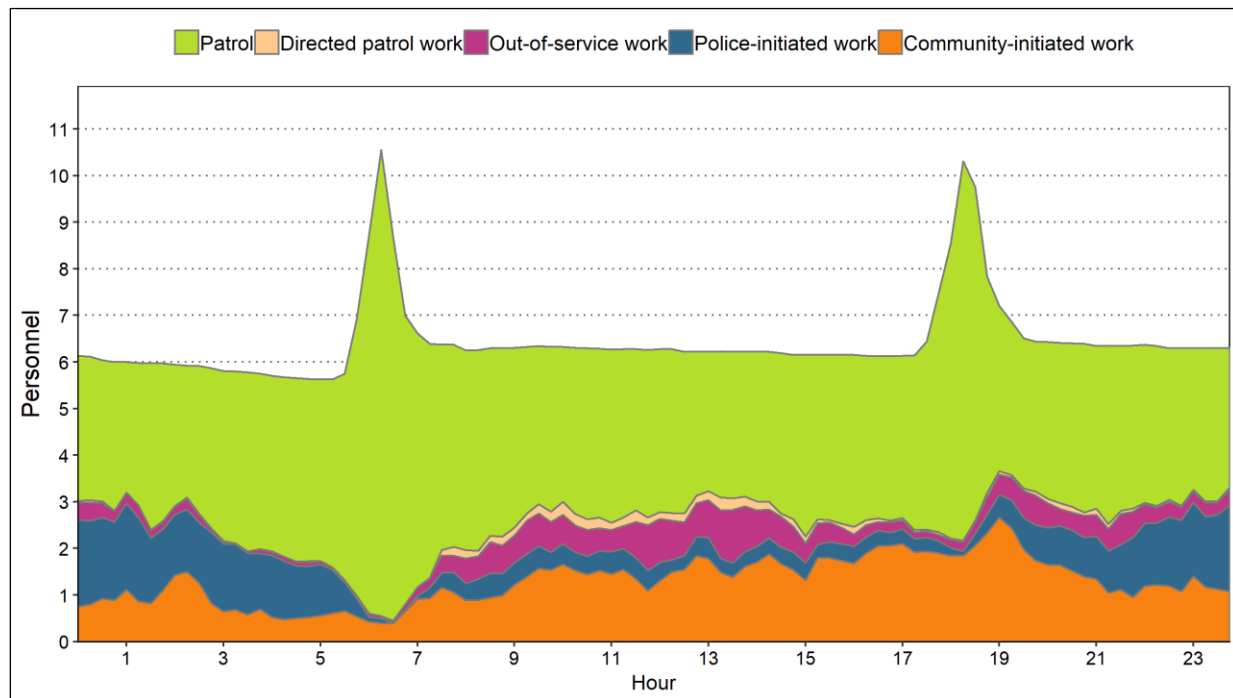


FIGURE 8-20: Deployment and All Workload, Weekends, Winter 2018

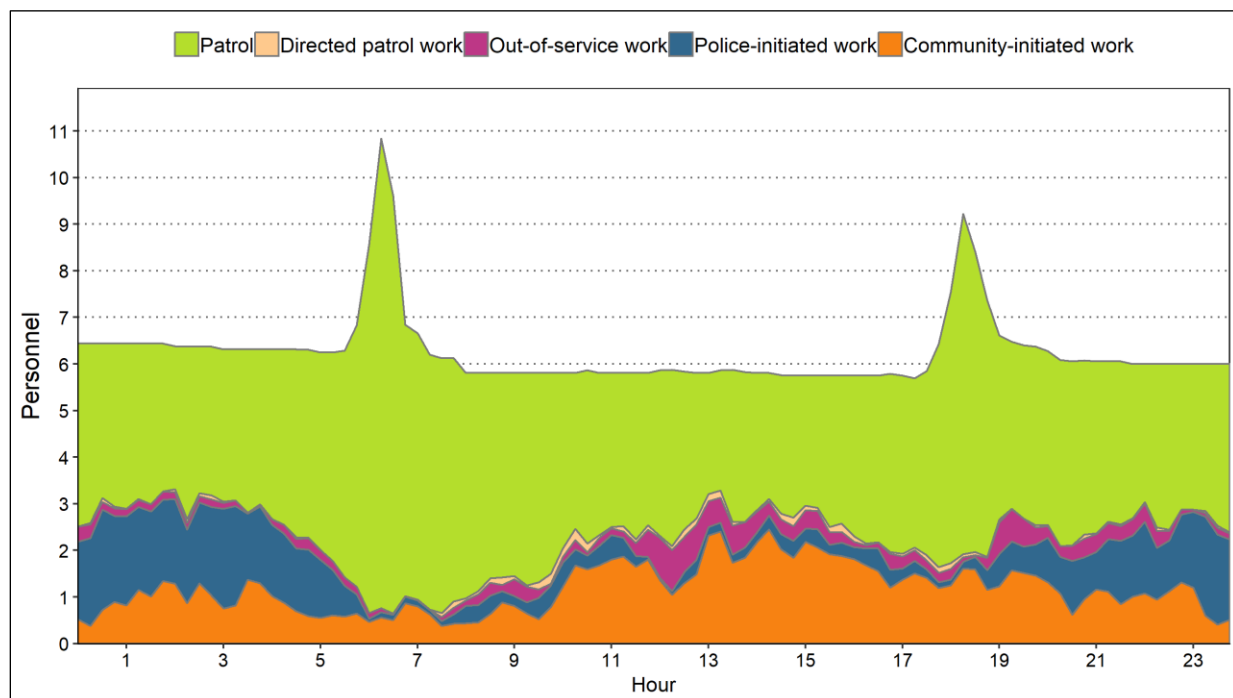


FIGURE 8-21: Deployment and All Workload, Weekdays, Summer 2018

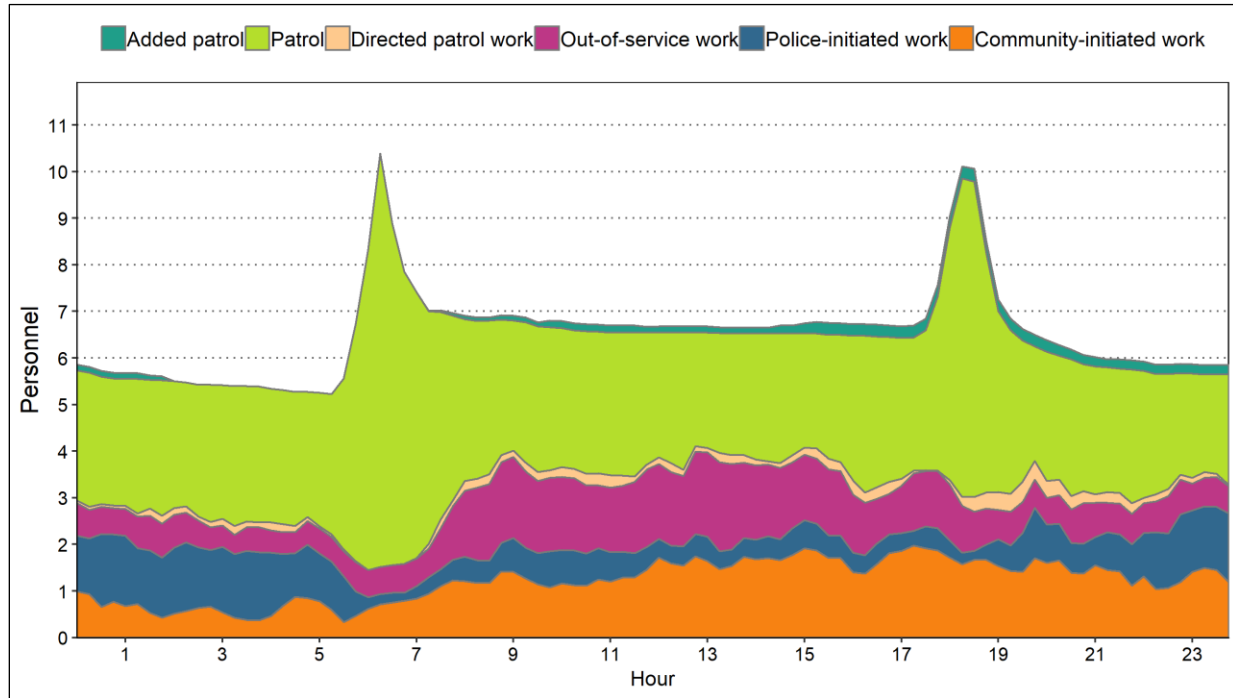
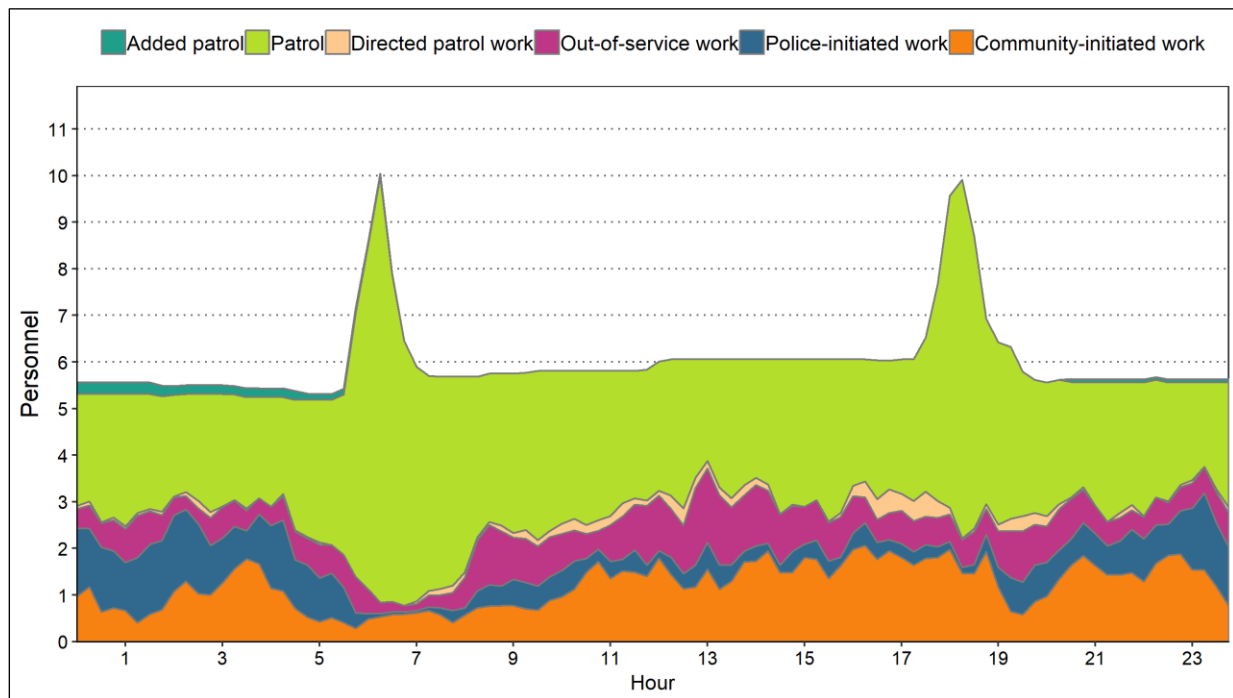


FIGURE 8-22: Deployment and All Workload, Weekends, Summer 2018



Note: Figures 8-19 to 8-22 show deployment along with all workload from community-initiated calls and police-initiated calls, directed patrol work, and out-of-service work.

Observations:

Winter:

- Community-initiated work:
 - Average community-initiated workload was 1.3 officers per hour during the week and 1.2 officers per hour on weekends.
 - This was approximately 20 percent of hourly deployment during the week and 19 percent of hourly deployment on weekends.
- All work:
 - Average workload was 2.5 officers per hour during the week and 2.3 officers per hour on weekends.
 - This was approximately 39 percent of hourly deployment during the week and 36 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:
 - Average community-initiated workload was 1.2 officers per hour during the week and weekends.
 - This was approximately 19 percent of hourly deployment during the week and 20 percent of hourly deployment on weekends.
- All work:
 - Average workload was 3.1 officers per hour during the week and 2.7 officers per hour on weekends.
 - This was approximately 48 percent of hourly deployment during the week and 45 percent of hourly deployment on weekends.

FIGURE 8-23: Percentage of Workload, Weekdays, Winter 2018

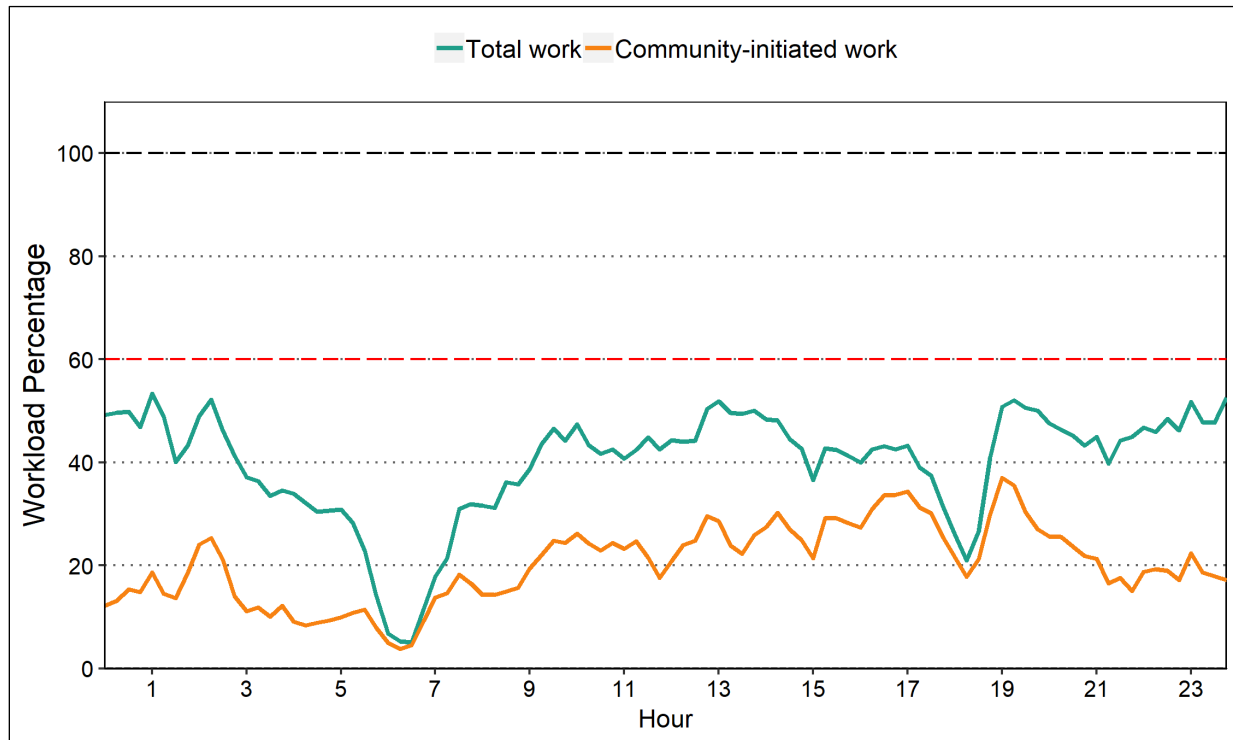


FIGURE 8-24: Percentage of Workload, Weekends, Winter 2018

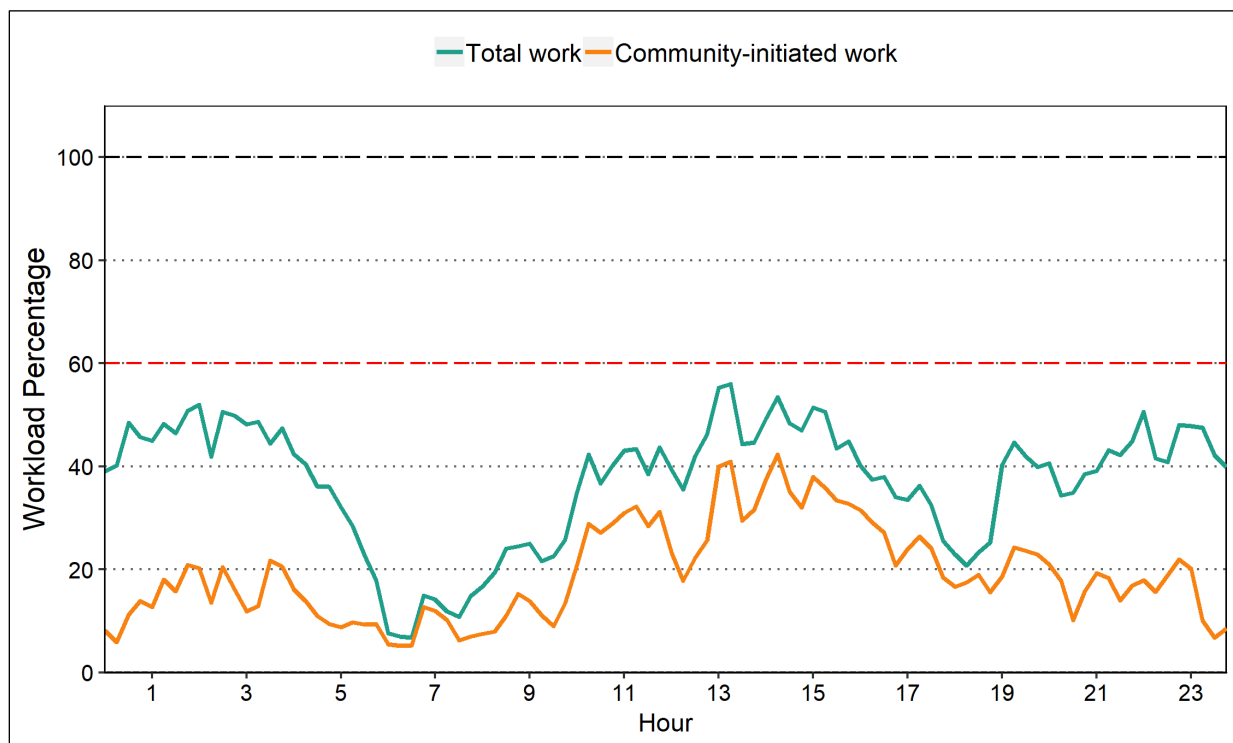


FIGURE 8-25: Percentage of Workload, Weekdays, Summer 2018

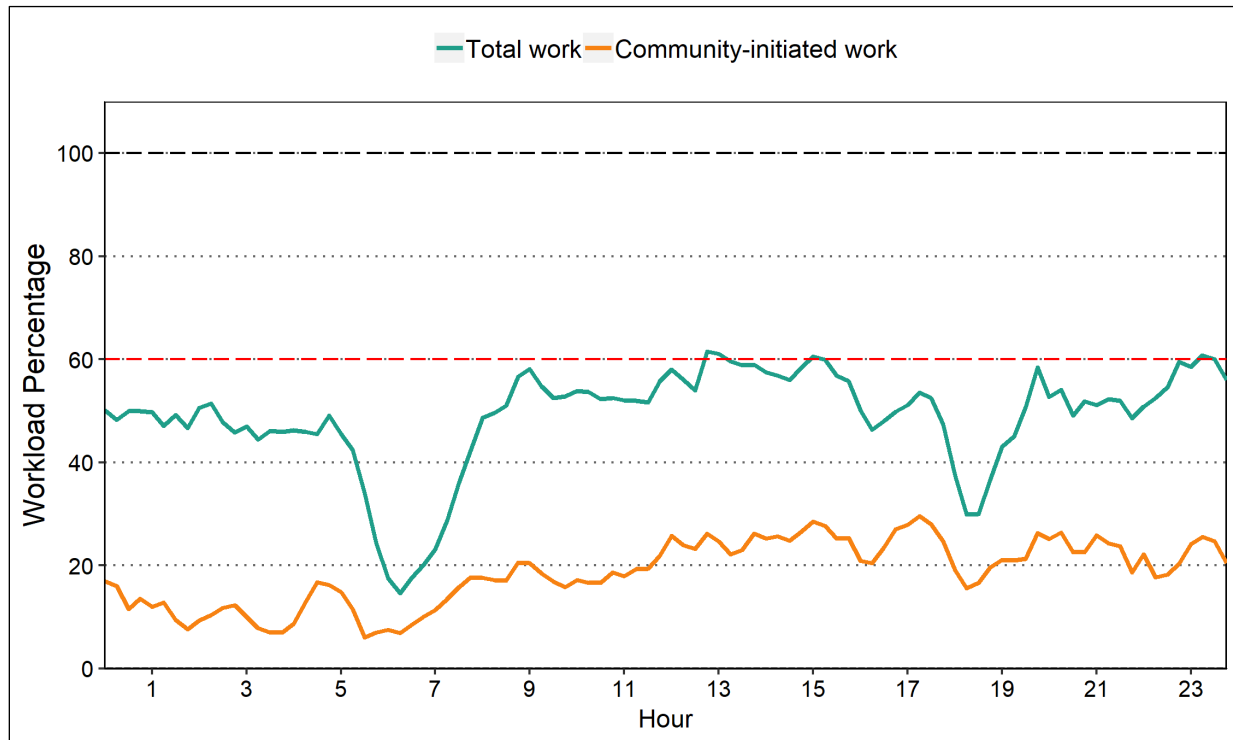
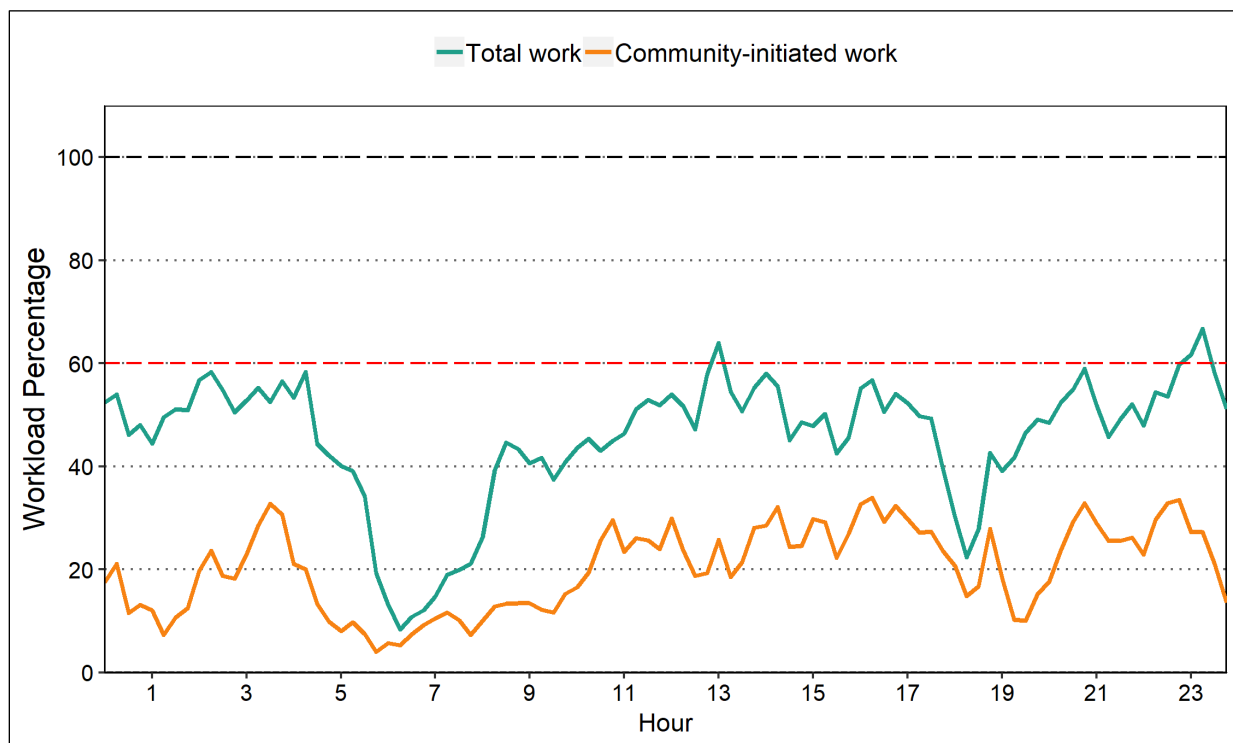


FIGURE 8-26: Percentage of Workload, Weekends, Summer 2018



Observations:

Winter:

- Community-initiated work:
 - During the week, workload reached a maximum of 37 percent of deployment between 7:00 p.m. and 7:15 p.m.
 - On weekends, workload reached a maximum of 42 percent of deployment between 2:15 p.m. and 2:30 p.m.
- All work:
 - During the week, workload reached a maximum of 53 percent of deployment between 1:00 a.m. and 1:15 a.m. and between 11:45 p.m. and 12:00 a.m.
 - On weekends, workload reached a maximum of 56 percent of deployment between 1:15 p.m. and 1:30 p.m.

Summer:

- Community-initiated work:
 - During the week, workload reached a maximum of 30 percent of deployment between 5:15 p.m. and 5:30 p.m.
 - On weekends, workload reached a maximum of 34 percent of deployment between 4:15 p.m. and 4:30 p.m. and between 10:45 p.m. and 11:00 p.m.
- All work:
 - During the week, workload reached a maximum of 62 percent of deployment between 12:45 p.m. and 1:15 p.m.
 - On weekends, workload reached a maximum of 67 percent of deployment between 11:15 p.m. and 11:30 p.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch delay and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch delay and travel time. Dispatch delay is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

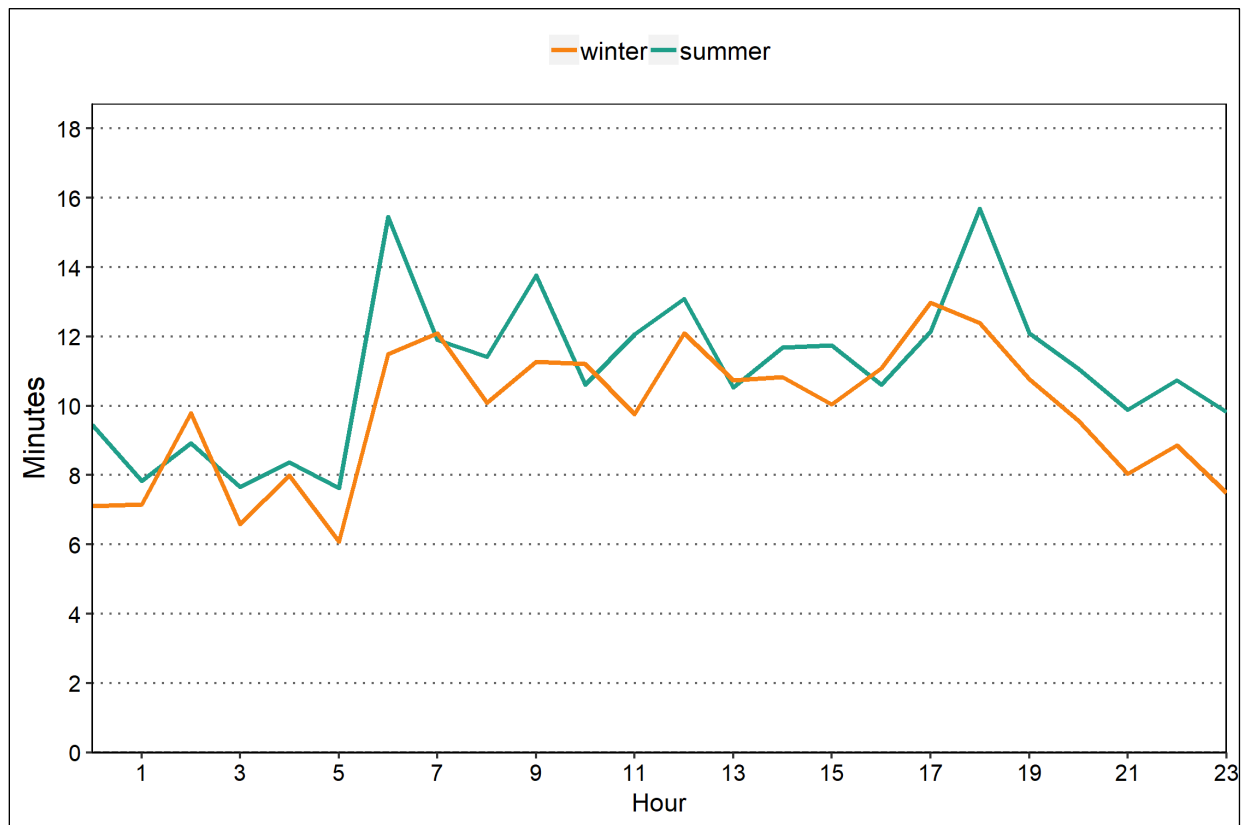
We begin the discussion with statistics that include all calls combined. We started with 5,690 calls for winter and 5,819 calls for summer. We limited our analysis to community-initiated calls, which amounted to 1,787 calls for winter and 1,871 calls for summer. After excluding calls without valid arrival times and excluding calls located at the Matthews Police Department's headquarters, we were left with 1,606 calls in winter and 1,640 calls in summer for our analysis. For the entire year, we began with 38,724 calls, limited our analysis to 12,374 community-initiated calls, and further focused our analysis on 11,092 calls after excluding those lacking valid received time and/or arrival times or those located at the Matthews Police Department's headquarters.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares winter and summer periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (winter vs. summer), we show differences in response times by category.

FIGURE 8-27: Average Response Time and Dispatch Delays, by Hour of Day, Winter and Summer 2018



Observations:

- Average response times varied significantly by the hour of the day.
- In winter, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 13.0 minutes.
- In winter, the shortest response times were between 5:00 a.m. and 6:00 a.m., with an average of 6.1 minutes.
- In summer, the longest response times were between 6:00 p.m. and 7:00 p.m., with an average of 15.7 minutes.
- In summer, the shortest response times were between 3:00 a.m. and 4:00 a.m. and between 5:00 a.m. and 6:00 a.m., with an average of 7.6 minutes.

FIGURE 8-28: Average Response Time by Category, Winter 2018

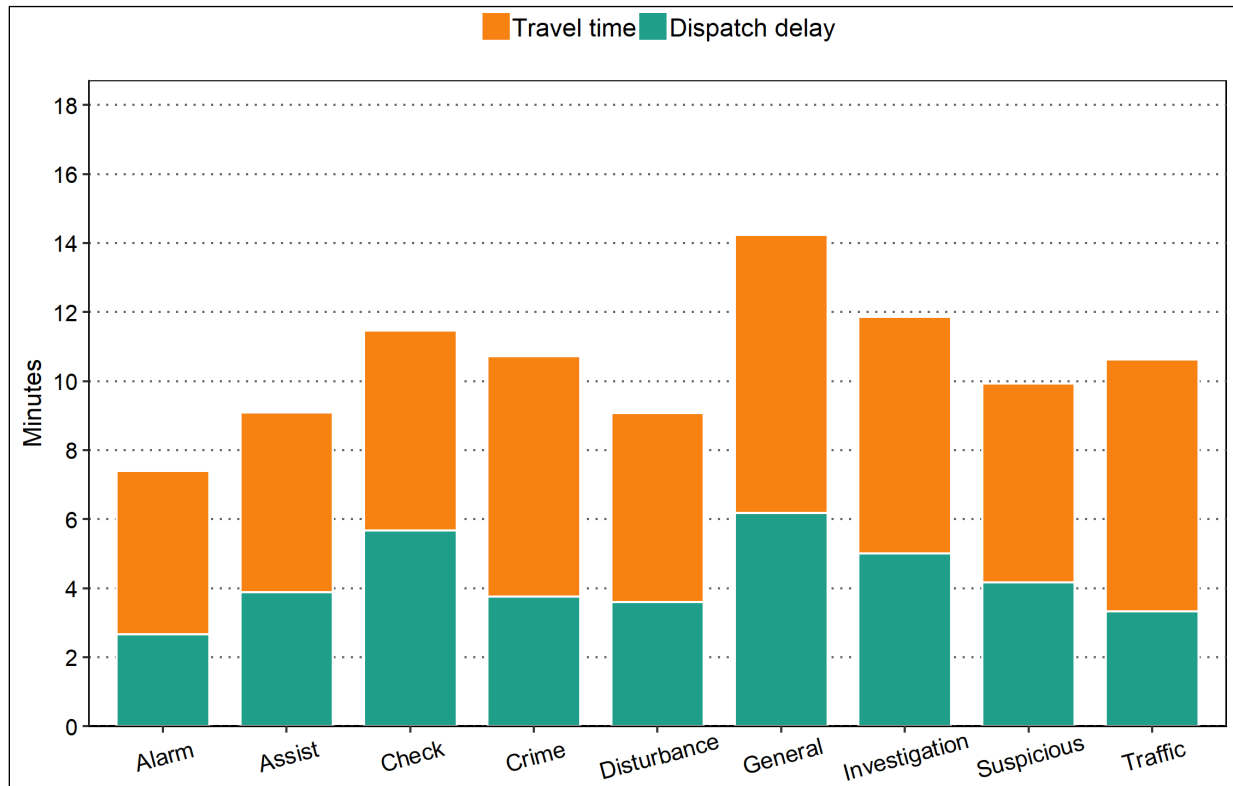


FIGURE 8-29: Average Response Time by Category, Summer 2018

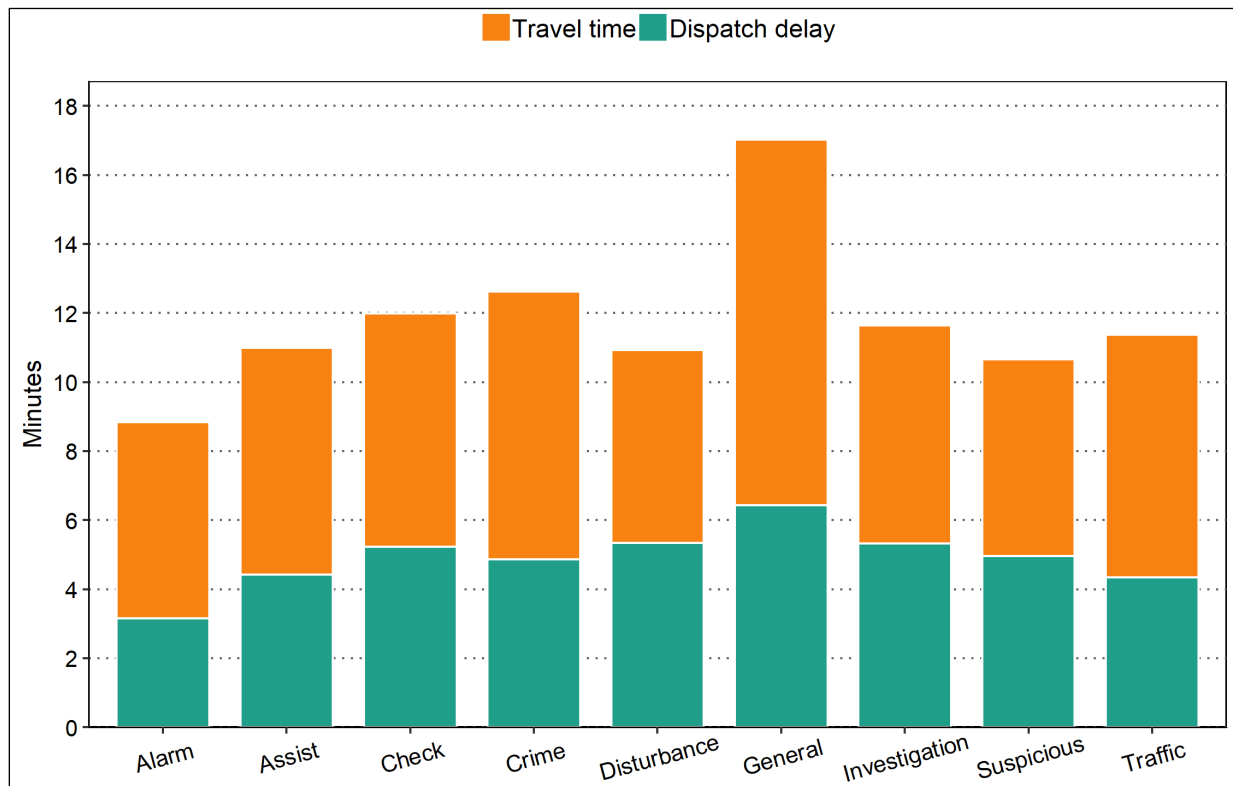


TABLE 8-16: Average Response Time Components, by Category

Category	Winter			Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	3.2	7.5	10.7	4.2	7.3	11.5
Alarm	2.7	4.7	7.4	3.1	5.7	8.8
Animal	6.2	8.1	14.2	6.4	10.6	17.0
Assist other agency	3.9	5.2	9.1	4.4	6.6	11.0
Check	5.7	5.8	11.5	5.2	6.8	12.0
Crime-person	4.0	6.1	10.1	4.5	5.2	9.7
Crime-property	3.7	7.1	10.8	4.9	8.1	13.0
Disturbance	3.6	5.5	9.1	5.3	5.6	10.9
Investigation	5.0	6.9	11.9	5.3	6.3	11.6
Suspicious incident	4.2	5.8	9.9	5.0	5.7	10.7
Traffic enforcement	3.7	6.7	10.4	4.7	6.2	10.9
Total Average	4.0	6.5	10.4	4.8	6.7	11.5

Note: The total average is weighted according to the number of calls per category.

Observations:

- In winter, the average response time for most categories was between 7 minutes and 12 minutes.
- In winter, the average response time was as short as 7 minutes (for alarm) and as long as 14 minutes (for general noncriminal).
- In summer, the average response time for most categories was between 9 minutes and 14 minutes.
- In summer, the average response time was as short as 9 minutes (for alarm) and as long as 17 minutes (for general noncriminal).
- The average response time for crimes was 11 minutes in winter and 13 minutes in summer.

TABLE 8-17: 90th Percentiles for Response Time Components, by Category

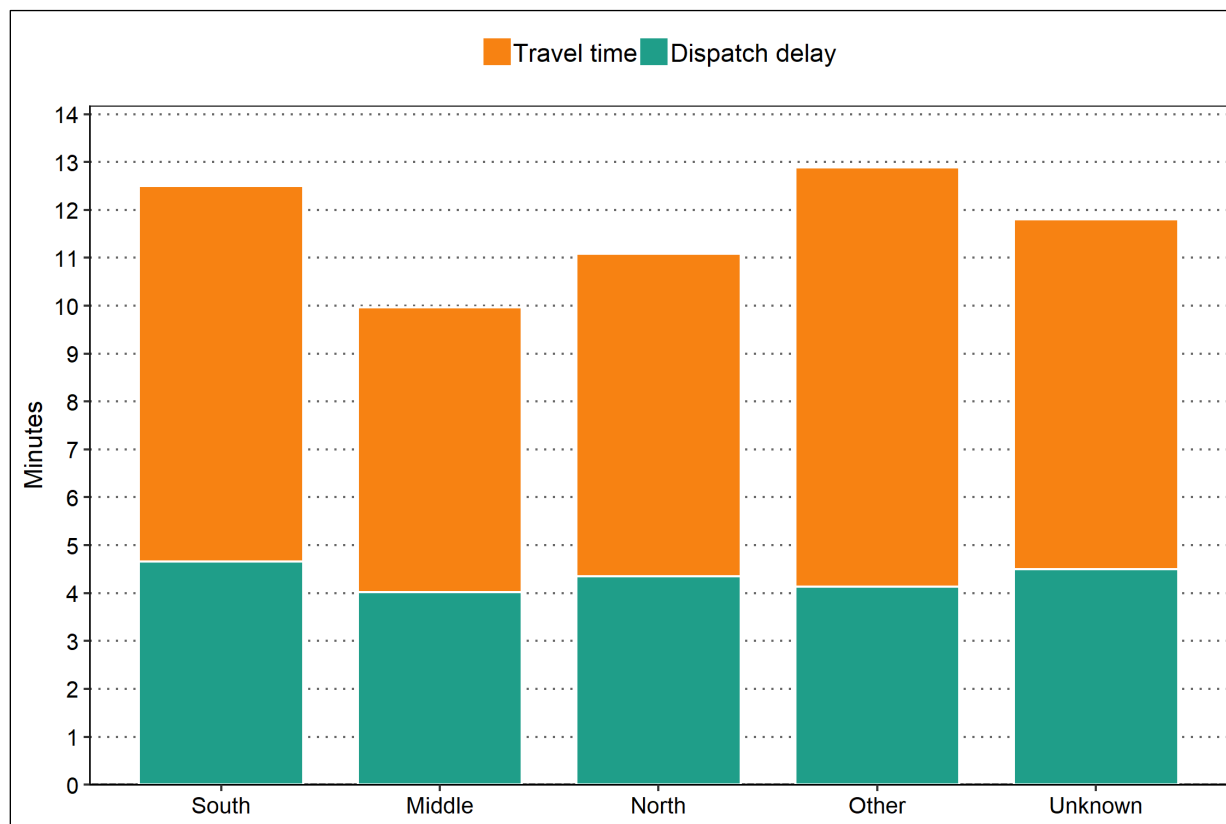
Category	Winter			Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	5.2	15.5	19.4	6.5	14.8	20.3
Alarm	4.3	9.2	12.3	4.2	11.4	15.9
Animal	14.5	16.0	21.4	13.5	25.4	35.5
Assist other agency	5.8	10.2	15.4	7.6	15.1	21.4
Check	13.6	9.6	21.2	10.4	13.4	22.4
Crime-person	6.8	10.5	19.8	7.5	11.1	19.5
Crime-property	6.6	13.6	19.1	8.4	17.0	24.5
Disturbance	5.4	9.8	15.0	9.7	10.8	18.8
Investigation	9.2	13.2	20.6	10.0	13.0	21.0
Suspicious incident	6.5	11.2	16.0	8.4	11.6	18.2
Traffic enforcement	6.2	13.2	17.8	9.1	12.6	18.1
Total Average	6.6	12.6	18.5	8.4	13.9	20.9

Note: A 90th percentile value of 15.5 minutes means that 90 percent of all calls are responded to in fewer than 15.5 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In winter, the 90th percentile value for response time was as short as 12 minutes (for alarm) and as long as 21 minutes (for general noncriminal).
- In summer, the 90th percentile value for response time was as short as 16 minutes (for alarm) and as long as 36 minutes (for general noncriminal).

FIGURE 8-30: Average Response Time Components, by Response District



Note: The “other” category includes about 39 calls with response districts labeled as zones 1 through 4. The “Unknown” category includes 524 calls missing a district record.

TABLE 8-18: Average Response Time Components, by Response District

District	Dispatch	Travel	Response	Calls	Area (Sq. Miles)	Estimated Population
South	4.7	7.8	12.5	2,611	6.0	14,355
Middle	4.0	5.9	10.0	4,080	4.4	6,075
North	4.4	6.7	11.1	3,838	6.8	11,754
Other	4.1	8.8	12.9	39	NA	NA
Unknown	4.5	7.3	11.8	524	NA	NA
Weighted Average/ Total	4.3	6.7	11.0	11,092	17.2	32,184

Observations:

- Excluding the “other” and “unknown” districts, the middle district had the shortest average response time and shortest average dispatch delay.

High-priority Calls

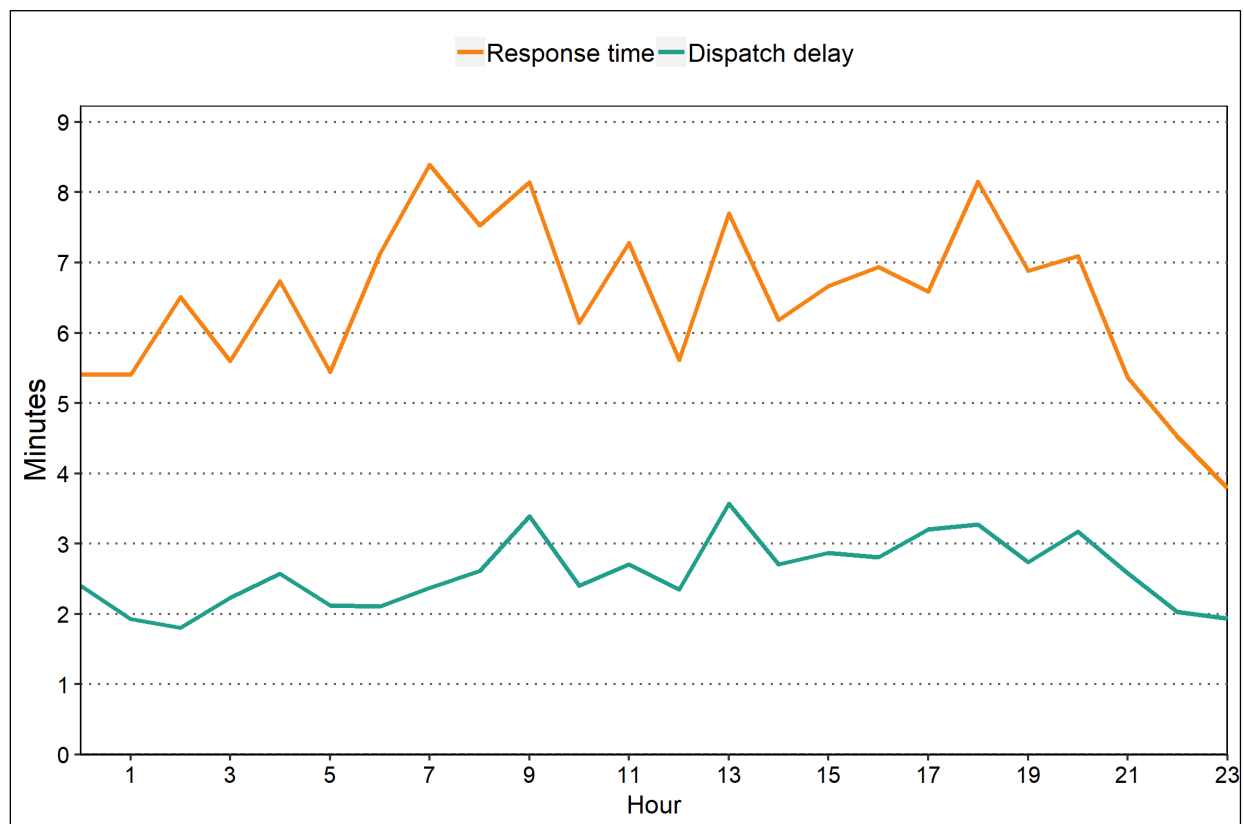
The department assigned priorities to calls with priority 3 as the highest priority. Table 8-19 shows average response times by priority. Figure 8-31 focuses on priority 3 calls only. In addition, we identified the majority of injury accidents based upon their call descriptions to see if these provided an alternate measure for emergency calls. The descriptions that we used were “accident personal injury,” “hit & run personal injury,” and “accident fatality.”

TABLE 8-19: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch Delay	Travel Time	Response Time	Calls
3	2.7	3.9	6.6	612
2	4.0	6.6	10.6	7,054
1	6.8	5.4	12.2	2
Unknown	5.2	7.5	12.7	3,424
Weighted Average/Total	4.3	6.7	11.0	11,092
Injury accidents	2.5	4.1	6.6	218

Note: The total average is weighted according to the number of calls within each priority level.

FIGURE 8-31: Average Response Times and Dispatch Delays for High-priority Calls, by Hour



Observations:

- High-priority calls (priority 3) had an average response time of 6.6 minutes, lower than the overall average of 11.0 minutes for all calls.
- Average dispatch delay was 2.7 minutes for high-priority calls, compared to 4.3 minutes overall.
- For high-priority calls, the longest response times were between 7:00 a.m. and 8:00 a.m. with an average of 8.4 minutes.
- For high-priority calls, the shortest response times were between 11:00 p.m. and midnight, with an average of 3.8 minutes.
- Average dispatch delay for high-priority calls was consistently 3.4 minutes or less, except between 1:00 p.m. and 2:00 p.m.
- Average response time for injury accidents was 6.6 minutes, with a dispatch delay of 2.5 minutes.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from September 1, 2017, to August 31, 2018, were classified into the following categories.

TABLE 8-20: Call Type, by Category

Call Code	Call Type	Table Category	Figure Category	
13	46 ALARM CALLS	Alarm	Alarm	
76	46 F ALARM FIRE			
38	77 ASSIST OTHER AGENCY	Assist other agency		
39	78 ASSIST MEDIC			
40	79 INJURED PERSON			
41	80 FIRE			
42	81 ASSIST FIRE DEPT			
73	14 MESSAGE OR INFORMATION	Check	Check	
75	34 CODE ENFORCEMENT			
66	35 ZONE CHECK			
14	47 CHECK ON WELFARE			
34	73 MENTAL SUBJECT			
70	99 WARRANT CHECK			
82	999 WARRANT CHECK OTHER AGENCY			
15	BOLO			
NA	NA			
17	49 COMMUNICATING THREAT	Crime-person	Crime	
27	65 ROBBERY			
31	69 HARASSING CALL			
50	90 ASSAULT			
85	91 INTIMATE PARTNER VIOLENCE			
80	92 ASSAULT/DEADLY WEAPON			
55	95 RAPE / SEX ASSAULT	Crime-property		
7	31 NARCOTICS ACTIVITY			
8	36 FORGERY / FRAUD			
11	44 TRESPASSING			
25	62 BREAK IN			
45	85 DAMAGE TO PROPERTY			
46	86 LARCENY / THEFT	Directed patrol		Directed patrol
47	87 STOLEN VEHICLE			
5	11 SURVEILLANCE			
6	16 COMMUNITY SERVICE			
71	37 FOOT PATROL			
23	59 ESCORT OR TRANSPORT	Disturbance	Disturbance	
92	SPECIAL ASSIGNMENT			
9	40 FIGHT			
21	56 IMPAIRED PERSON			
35	74 INVESTIGATE NOISES			
51	91 DOMESTIC DISPUTE			
53	93 DISTURBANCE			

Call Code	Call Type	Table Category	Figure Category
54	94 PERSON WITH GUN		
30	68 LIVESTOCK ON ROADWAY	Animal	General noncriminal
77	97 A ANIMAL CONTROL		
57	97 ANIMAL CONTROL		
57	97 DOG/K9 CASE		
16	48 911 HANG UP		
18	53 FOUND PROPERTY	Investigation	Investigation
26	63 INVESTIGATE		
29	67 DEATH /DEAD BODY		
36	75 SUICIDE / ATTEMPT		
64	82 MEET COMPLAINT		
43	83 MISSING PERSON		
78	FOLLOWUP		
83	21 CALL OR RETURN CALL	Out of service– administrative	Out of service
67	38 OFF DUTY WORK		
86	ADMIN		
87	COURT		
91	MEETING		
89	TRAINING		
88	VEHICLE MAINTENANCE		
90	PERSONAL	Out of service–personal	
24	60 SUSPICIOUS VEHICLE	Suspicious incident	Suspicious incident
37	76 PROWLER		
48	88 SUSPICIOUS PERSON		
60	50 F ACCIDENT FATALITY	Accident	Traffic
58	50 PD ACCIDENT PROPERTY DAMAGE		
59	50 PI ACCIDENT PERSONAL INJURY		
19	54 PD HIT & RUN PROPERTY DAMAGE		
61	54 PI HIT & RUN PERSONAL INJURY		
72	39 RADAR ENFORCEMENT	Traffic enforcement	
72	39 TRAFFIC ENFORCEMENT		
84	43 PURSUIT		
20	55 IMPAIRED DRIVER		
69	57 BREATHALYZER OPERATOR		
22	58 DIRECT TRAFFIC		
32	70 IMPROPERLY PARKED		
33	71 DEBRIS IN ROADWAY		
44	84 TRAFFIC LIGHT PROBLEM		
49	89 RECKLESS DRIVER		
56	96 ASSIST MOTORIST		
81	98 LICENSE CHECK		
63	61 STOPPING VEHICLE		

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2007 through 2016, along with clearance rates for 2016. Crime rates are expressed as incidents per 100,000 population.

TABLE 8-21: Reported Crime Rates in 2016, by City

City	State	Population	Crime Rates		
			Violent	Property	Total
Albemarle	NC	16,024	668	4,812	5,479
Belmont	NC	10,593	330	4,843	5,173
Cornelius	NC	28,756	94	1,088	1,182
Davidson	NC	12,469	72	1,099	1,171
Hickory	NC	40,437	408	4,830	5,238
Huntersville	NC	53,932	119	2,145	2,264
Kannapolis	NC	46,867	252	1,997	2,249
Mint Hill	NC	26,221	141	2,410	2,551
Monroe	NC	34,978	652	5,615	6,267
Mooresville	NC	36,482	274	3,955	4,229
Mount Holly	NC	14,284	189	2,135	2,324
Newton	NC	13,049	261	3,418	3,678
Salisbury	NC	34,121	973	4,871	5,844
Stallings	NC	15,569	90	1,330	1,419
Waxhaw	NC	14,367	139	1,009	1,148
Matthews	NC	31,401	146	3,423	3,570
North Carolina		10,180,571	321	2,394	2,714
National		329,308,297	383	2,353	2,736

FIGURE 8-32: Reported Matthews Violent and Property Crime Rates, by Year

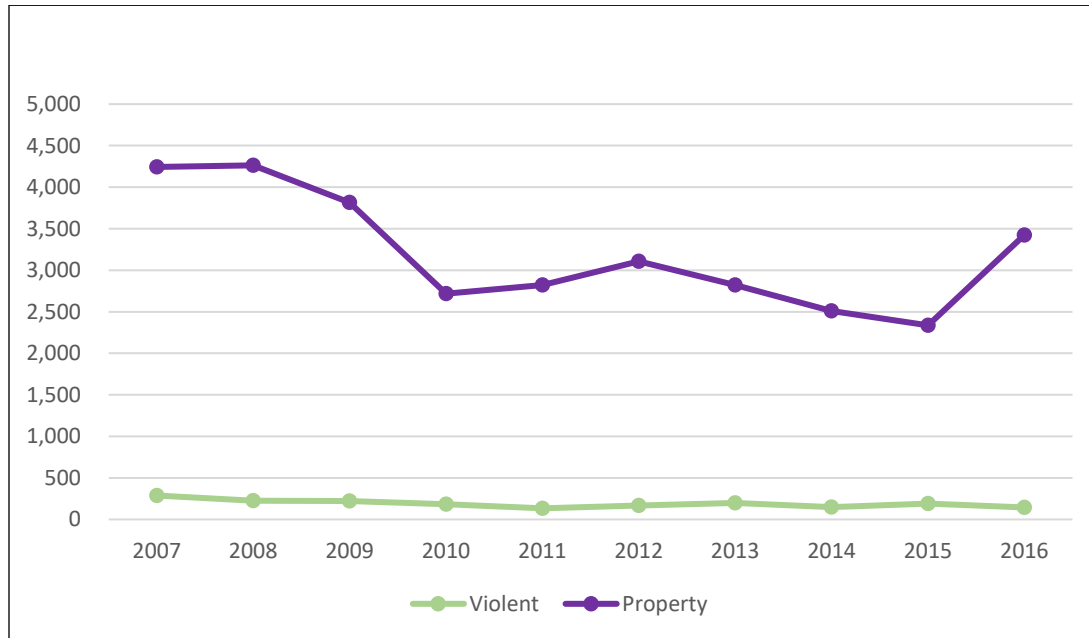


FIGURE 8-33: Reported Matthews and North Carolina Crime Rates, by Year

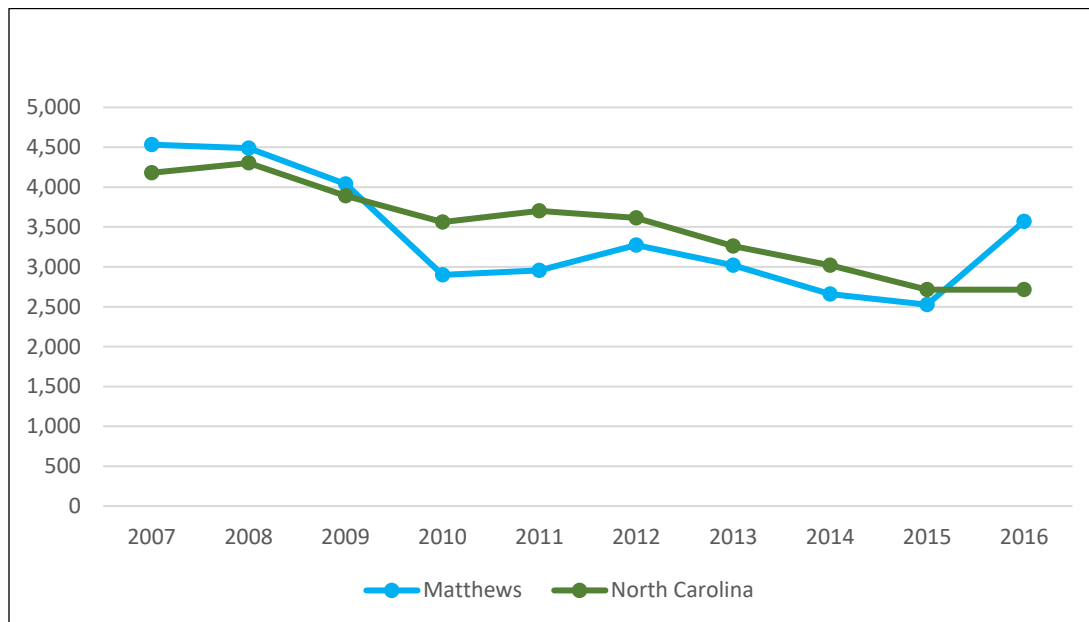


TABLE 8-22: Reported Matthews, North Carolina, and National Crime Rates, by Year

Year	Matthews				North Carolina				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2007	26,693	288	4,245	4,533	9,095,201	430	3,749	4,179	306,799,884	442	3,045	3,487
2008	27,140	225	4,263	4,488	9,257,073	448	3,855	4,303	309,327,055	438	3,055	3,493
2009	27,359	223	3,816	4,039	9,421,855	388	3,503	3,891	312,367,926	416	2,906	3,322
2010	27,198	184	2,717	2,901	9,580,821	339	3,223	3,562	314,170,775	393	2,833	3,225
2011	27,543	134	2,821	2,955	9,699,207	335	3,369	3,704	317,186,963	376	2,800	3,176
2012	28,213	167	3,108	3,275	9,794,736	345	3,271	3,616	319,697,368	377	2,758	3,135
2013	29,178	199	2,821	3,019	9,888,625	319	2,943	3,262	321,947,240	362	2,627	2,989
2014	29,927	150	2,509	2,660	9,977,797	304	2,717	3,021	324,699,246	357	2,464	2,821
2015	30,723	189	2,337	2,526	10,074,032	301	2,413	2,714	327,455,769	368	2,376	2,744
2016	31,401	146	3,423	3,570	10,180,571	321	2,394	2,714	329,308,297	383	2,353	2,736

TABLE 8-23: Reported Matthews, North Carolina, and National Crime Clearance Rates

Crime	Matthews			North Carolina			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	0	NA	608	472	78%	17,819	10,021	56%
Rape	5	3	60%	1,834	1,088	59%	126,378	44,136	35%
Robbery	22	13	59%	8,207	3,404	41%	328,557	91,582	28%
Aggravated Assault	19	9	47%	22,012	12,749	58%	789,005	402,556	51%
Burglary	110	28	25%	62,814	13,237	21%	1,474,704	187,591	13%
Larceny	909	233	26%	167,490	49,031	29%	5,517,312	1,082,866	20%
Vehicle Theft	56	7	13%	13,384	3,412	25%	756,091	96,903	13%

END